



March 24, 2017

Congressional Committees

Building Partner Capacity: Inventory of Department of Defense Security Cooperation and Department of State Security Assistance Efforts

Since the terrorist attacks on the United States in September 2001, the U.S. government has engaged in numerous efforts to build the capacity of foreign partners to address security-related threats—an objective that has become increasingly prominent in U.S. national security strategy and foreign policy in recent years. Much of U.S. assistance intended for this purpose has been undertaken as security cooperation efforts by the Department of Defense (DOD) and as security assistance efforts by the Department of State (State), with the help of various implementing partners.¹ However, according to the RAND Corporation (RAND), the rapid growth of legal authorities and programs associated with security cooperation and assistance has led to redundancies, limitations, and gaps.² RAND also noted that this rapid growth of legal authorities and programs has led to expanding demands on DOD staff who must navigate through them as well as through unsynchronized processes, resources, programs, and organizations to execute individual initiatives with partner nations. Members of Congress have raised questions about the proliferation and duplication of efforts to build partner security capabilities and the supporting legal authorities. In addition, Members of Congress have raised questions about whether DOD security cooperation efforts lack strategic direction and may not act in concert with other efforts.

House Armed Services Committee Report 114-102, accompanying the National Defense Authorization Act (NDAA) for Fiscal Year 2016 (H.R.1735), includes a provision for us to report on an inventory of DOD security cooperation programs intended to build partner security capabilities.³ DOD defines these programs as including DOD-administered State security assistance activities. According to DOD and State officials, no sanctioned U.S. government

¹Other U.S. agencies that may have a role in security cooperation and security assistance efforts include the Department of Energy and components of the Departments of Homeland Security and Justice.

²David E. Thaler et al., *From Patchwork to Framework: A Review of Title 10 Authorities for Security Cooperation* (Santa Monica, CA: RAND Corporation, 2016). The report observes that the complex patchwork of legal authorities for security cooperation programs has resulted in differing interpretations of what the authorities allow. The research was sponsored by DOD.

³The committee report's provision also requested that the inventory include funding data for each of the programs. However, according to DOD officials, it is not feasible for DOD to provide the individual program amount and total amount of funding for all DOD security cooperation programs intended to build partner security capabilities due to (1) the lack of agreed-upon definition and listing of these programs and (2) the difficulty in identifying funding for programs that do not have a single direct line of funding.

inventory of security cooperation and security assistance efforts exists.⁴ In this report, we provide a fiscal year 2016 inventory of DOD security cooperation and State security assistance efforts that may be used by the U.S. government to build foreign partners' capacity to address security-related threats, including each effort's name, description, associated legal authorities, and agency involvement as required by the associated authorities. This inventory includes efforts that have building partner capacity (BPC) to address security-related threats as a primary goal as well as efforts that may have BPC as an ancillary goal or effect.

To develop an inventory of BPC security cooperation and security assistance efforts, we reviewed data, documents, and reports from DOD, State, RAND, and the Congressional Research Service (CRS); conducted searches of laws; and reviewed prior GAO reports. We interviewed DOD, State, RAND, and CRS officials about their research on, and listings of, security cooperation and security assistance efforts used for BPC and the efforts' associated authorities; the methodologies they used; and the limitations they encountered. The efforts we selected for our inventory comprise what our sources referred to as "programs," "subprograms," "tools," "funding accounts," "authorities," or "activities." We used "efforts" as the most inclusive possible term, because the DOD and DOD-sponsored sources we consulted used undefined and varying terminology—for example, sometimes using terms such as "programs" and "activities" interchangeably and sometimes including funds and the names of authorities—and because these sources and DOD officials did not provide DOD-sanctioned definitions of the program and subprogram levels for security cooperation programs. We broadly defined building partner capacity to include efforts that were intended solely to build partner security capacity as well as those that could have a partial or ancillary effect on partner security capacity. For example, we included military exercises, training, and equipment as well as BPC-related personnel exchanges and military contacts. To focus our inventory on BPC efforts to address security-related threats, we excluded efforts whose sole purpose was humanitarian, health, disaster, or development assistance. To eliminate duplicative and expired efforts, we compared the data we obtained from these sources and reviewed associated authorities. We worked with DOD and State officials to resolve any discrepancies, to add additional efforts, and to group subefforts with overall efforts when the officials made such information available. See enclosure I for further information about our objective, scope, and methodology.

We conducted this performance audit from July 2015 to March 2017 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Summary

We identified 194 DOD security cooperation and State security assistance efforts that may be used to build foreign partner capacity to address security-related threats. Enclosure II presents our fiscal year 2016 inventory of these efforts—including each effort's name, description, and associated legal authorities—in tables organized according to agency involvement as required

⁴Various government and nongovernment entities have compiled lists of security cooperation efforts, including security assistance efforts administered by the Defense Security Cooperation Agency (DSCA), but none of the lists are sanctioned by the Office of the Under Secretary of Defense for Policy as both current and complete.

by the listed associated authorities.⁵ We determined that DOD has 56 efforts for which the listed associated authorities do not require any State involvement and 87 efforts⁶ for which at least one of the listed associated authorities requires some level of State involvement.⁷ State has 22 efforts for which the listed associated authorities do not require any DOD involvement and 30 efforts for which at least one of the listed associated authorities require some level of DOD involvement.⁸

Background

Evolution of U.S. Efforts to Build Partner Capacity

After the terrorist attacks on September 11, 2001, successive U.S. policymakers concluded that the traditional set of security cooperation and security assistance tools did not meet the needs of the changed strategic landscape, according to a 2015 CRS report.⁹ Over the past decade, BPC has been identified as a key element of the U.S. national security, national counterterrorism, and national defense strategies and has become a central pillar of U.S. foreign policy in recent years. DOD discussed the term “building partner capacity” in its 2006 Quadrennial Defense Review and later defined BPC as “targeted efforts to improve the collective capabilities and performance of the DOD and its partners.”¹⁰ According to the CRS, “BPC” refers to a broad set of missions, programs, activities, and authorities intended to improve the ability of other nations to achieve security-oriented goals shared with the United States and encompasses, among other things, DOD security cooperation and State security assistance efforts funded with U.S. government appropriations. The CRS observes that “BPC” has become a catchall term for a wide array of programs, all underpinned by the assumption that strengthening foreign security institutions in weak and fragile states will have tangible positive benefits for U.S. national security. “BPC” is also used to describe a core element of recent U.S. military campaigns—namely, training and equipping foreign security forces—in Iraq (2003–2011) and Afghanistan (2001–present) and of U.S. efforts to counter the Islamic State of Iraq and Syria, better known as ISIS (2014–present).¹¹

⁵This inventory may not represent the complete universe of DOD security cooperation and State security assistance efforts used to build partner capacity.

⁶The Global Security Contingency Fund is a joint effort between DOD and State and thus counts for both DOD efforts with State involvement and State efforts with DOD involvement in our tables; it is counted only once in our total number of efforts.

⁷Depending on the legal authority used to carry out a specific activity under an effort, DOD or State coordination, implementation, consultation, concurrence, or similar interaction may be required.

⁸DOD and State officials noted that, regardless of whether DOD or State is legally required to consult or concur on these efforts, most BPC-related efforts are generally coordinated at the embassy level through the development and implementation of the U.S. integrated country strategy for each partner country.

⁹Kathleen J. McInnis and Nathan J. Lucas, *What Is “Building Partner Capacity?” Issues for Congress* (Washington, D.C.: Congressional Research Service, 2015).

¹⁰Department of Defense, *Building Partnership Capacity: QDR [Quadrennial Defense Review] Execution Roadmap* (Washington, D.C.: May 22, 2006).

¹¹See McInnis and Lucas, *What Is “Building Partner Capacity?”*

DOD has requested that Congress grant new authorities to build partner capacity and enhance interoperability with U.S. forces.¹² For example, in 2008, Secretary of Defense Robert Gates, Secretary of State Condoleezza Rice, and Chairman of the Joint Chiefs of Staff Admiral Michael Mullen testified before the House Armed Services Committee about the need for U.S. efforts focused on BPC and on developing an interagency process to undertake BPC initiatives.¹³ In a February 2013 statement to the House Armed Services Committee, the Assistant Secretary of Defense for Special Operations and Low Intensity Conflict noted that it was an “appropriate time for the Congress to consider extending some of the specific year-to-year authorities and perhaps make them permanent.”¹⁴ Over the years, Congress has granted DOD a number of authorities related to building partner capacity.

In fiscal year 2016, DOD submitted a written proposal to Congress to help consolidate and simplify security cooperation authorities.¹⁵ The proposal stated that these authorities were currently dispersed widely throughout public law and Title 10 of the U.S. Code, leading to confusion about the nature and scope of security cooperation. The proposal also noted that the disjointed nature of these authorities presented challenges to the organizing, training, and equipping necessary to accomplish DOD objectives through security cooperation. The NDAA for Fiscal Year 2017, enacted on December 23, 2016, contains provisions that reorganize, repeal, and amend some of the authorities noted in DOD’s proposal.¹⁶

DOD and State Roles in Security Cooperation and Security Assistance Efforts

DOD has the primary role in managing and executing a majority of security cooperation efforts authorized under Title 10 of the U.S. Code and various public laws. DOD defines security cooperation as

activities undertaken by the Department of Defense to encourage and enable international partners to work with the United States to achieve strategic objectives. [Security cooperation] includes all DOD interactions with foreign defense and security establishments, including all DOD-administered security assistance programs, that: build defense and security relationships that promote specific U.S. security interests, including all international armaments cooperation activities and security assistance activities; develop allied and friendly military capabilities for self-defense and multinational operations; and provide U.S. forces with peacetime and contingency access to host nations.¹⁷

¹²Bolko Skorupski and Nina M. Serafino, *DOD Security Cooperation: An Overview of Authorities and Issues*, R44602 (Washington, D.C.: Congressional Research Service, Aug. 23, 2016).

¹³*Building Partnership Capacity and Development of the Interagency Process, Before the H. Comm. on Armed Services*, 110th Cong. 146 (2008).

¹⁴*Framework for Building Partnership Capacity Programs and Authorities to Meet 21st Century Challenges, Before the H. Comm. on Armed Services*, 113th Cong. 5 (2013) (statement of Assistant Secretary of Defense for Special Operations and Low Intensity Conflict Michael Sheehan).

¹⁵The proposal was part of a package of fiscal year 2017 reform proposals for security cooperation authorities sponsored by the Office of the Under Secretary of Defense for Policy and intended to consolidate and simplify Title 10 security cooperation authorities. DOD submitted the proposals to Congress with the request for enactment of the NDAA for Fiscal Year 2017.

¹⁶Pub. L. No. 114-328, § 1241 (Dec. 23, 2016).

¹⁷DOD Directive 5132.03. *DOD Policy and Responsibilities Relating to Security Cooperation* (Oct. 24, 2008).

State has the primary role in managing and executing a majority of security assistance efforts authorized under Title 22 of the U.S. Code and various public laws. DOD's Defense Security Cooperation Agency (DSCA) also administers some of State's security assistance efforts. According to State officials, State does not have a formal, documented definition of security assistance and instead refers to the Foreign Assistance Act for a working commonly understood definition.¹⁸ However, DOD has defined security assistance as

a group of programs authorized by Title 22, U.S. Code, as amended, or other related statutes by which the United States provides defense articles, military training, and other defense-related services by grant, loan, credit, cash sales, or lease, in furtherance of national policies and objectives. The Department of Defense does not administer all security assistance programs. Those security assistance programs that are administered by the Department are a subset of security cooperation.¹⁹

In addition, some legal authorities are provided directly to the President who, in turn, delegates agency roles through executive orders to one or both of these agencies or to other agencies. For each effort, the agency authorized to oversee or manage the program may be legally required to consult with, or obtain concurrence from, another agency or to conduct some other form of collaboration, depending on the requirements stated in the authorities and accompanying executive orders supporting the effort and the particular activities being undertaken.

Agency Comments and Our Evaluation

We are not making recommendations in this report. We provided a draft of this report to DOD and State for comment. DOD provided written comments, which we have reproduced in enclosure III, as well as technical comments, which we incorporated as appropriate. State declined to provide written comments but provided technical comments, which we incorporated as appropriate.

In its written comments, DOD commented that that the methodology we used to develop our inventory was fundamentally flawed, leading to inaccurate and misleading results. DOD stated that the report failed to identify and consistently apply a clear definition of capacity building across the efforts examined; failed to apply a consistent definition of "effort"; and used, and inconsistently applied, a misleading definition of agency involvement when categorizing efforts as requiring or not requiring the other agency's involvement. Also, DOD stated that the inventory was obsolete since we did not include revisions to authorities contained in the recently enacted NDAA for Fiscal year 2017. Moreover, DOD stated that because of what DOD perceives as methodological flaws, DOD does not recommend the report as a credible reference in relation to DOD capacity-building or security cooperation activities.

For the following reasons, we disagree with DOD's comments regarding the methodology we used to develop an inventory of security cooperation and security assistance efforts that may

¹⁸For the purposes of this report, "security assistance" refers to all of State's security assistance activities used to build partner security capacity. State officials confirmed that State has no formal definition of security assistance efforts.

¹⁹DOD Directive 5132.03.

build partner capacity to address security-related threats. (See encl. III for more-detailed responses to DOD's comments.)

We designed the methodology to make the maximum use of available DOD, State, RAND, and CRS documents and data, and we note the methodology's limitations in our report.²⁰

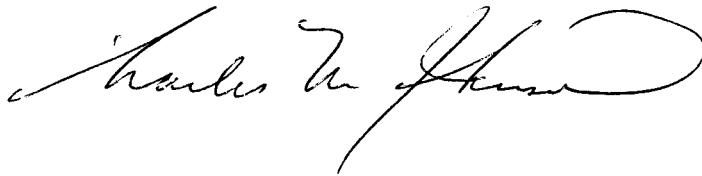
- Our report identifies and applies a broad but consistent definition of security cooperation and security assistance efforts that may build partner capacity to address security-related threats. We used this definition as a criterion for determining whether to include or exclude efforts in the inventory.
- Our report also clearly and consistently defines “efforts” as including what our sources referred to as “programs,” “subprograms,” “tools,” “funding accounts,” “authorities,” or “activities.” We used “efforts” as the most inclusive possible term, because DOD and DOD-sponsored sources we consulted used undefined and varying terminology—for example sometimes using terms such as “programs” and “activities” interchangeably and sometimes including funds and the names of authorities—and because these sources and DOD officials did not provide DOD-sanctioned definitions of the program and subprogram levels for security cooperation programs.
- To determine the agency involvement required for each effort, we reviewed each effort's associated authorities listed in the inventory. As our report states, where multiple authorities associated with a single effort differed as to whether DOD or State involvement was required, we categorized the effort as requiring the other agency's involvement if at least one of the listed associated authorities required it. Our report also notes that, according to DOD and State officials, most BPC-related efforts are intended to be generally coordinated at the embassy level through the development and implementation of the U.S. integrated country strategy for each partner country, regardless of whether DOD or State is legally required to consult or concur on these efforts.
- Our report clearly states that the inventory is for fiscal year 2016 and includes efforts and their associated authorities that were current as of the end of fiscal year 2016. The NDAA for Fiscal Year 2017 was enacted in fiscal year 2017. We updated our report to note the enactment of the NDAA for Fiscal Year 2017 and noted that changes due to the NDAA for Fiscal Year 2017 were outside the scope of our review.
- The inventory we developed, primarily based on DOD, State, RAND, and CRS data and input from DOD and State officials, represents the most credible and comprehensive publicly available list of fiscal year 2016 security cooperation and security assistance efforts that may be used to build foreign partner capacity to address security-related threats. As our report states, the inventory may not represent the full universe of current efforts. Because our inventory of efforts and authorities is derived primarily from previously conducted government and nongovernment research, the inventory may not include efforts that were not accurately identified in the primary sources. Moreover, the inventory may not include some efforts and authorities, because many efforts are linked to multiple authorities, and vice versa, making them more difficult to identify than when,

²⁰RAND's research was sponsored by DOD.

for example, an authority names and supports one effort or program. To mitigate these concerns, we provided multiple iterations of our draft inventory to DOD and State officials for their review and incorporated their comments as appropriate.

We are sending copies of this report to the appropriate congressional committees, the Secretary of Defense, the Secretary of State, and other interested parties. In addition, the report is available at no charge on the GAO website at <http://www.gao.gov>.

If you or your staff have any questions about this report, please contact me at (202) 512-7331, or JohnsonCM@gao.gov. Contact points for our Offices of Congressional Relations and Public Affairs may be found on the last page of this report. GAO staff who made key contributions to this report are listed in enclosure IV.

A handwritten signature in black ink, appearing to read "Charles M. Johnson". The signature is fluid and cursive, with a large loop at the end.

Charles Michael Johnson, Jr.
Managing Director, International Affairs and Trade

Enclosures – 4

List of Committees

The Honorable John McCain
Chairman
The Honorable Jack Reed
Ranking Member
Committee on Armed Services
United States Senate

The Honorable Bob Corker
Chairman
The Honorable Ben Cardin
Ranking Member
Committee on Foreign Relations
United States Senate

The Honorable Thad Cochran
Chairman
The Honorable Richard Durbin
Ranking Member
Subcommittee on Defense
Committee on Appropriations
United States Senate

The Honorable Lindsey O. Graham
Chairman
The Honorable Patrick J. Leahy
Ranking Member
Subcommittee on State, Foreign Operations, and Related Programs
Committee on Appropriations
United States Senate

The Honorable Mac Thornberry
Chairman
The Honorable Adam Smith
Ranking Member
Committee on Armed Services
House of Representatives

The Honorable Ed Royce
Chairman
The Honorable Eliot Engel
Ranking Member
Committee on Foreign Affairs
House of Representatives

The Honorable Kay Granger
Chairwoman
The Honorable Pete Visclosky
Ranking Member
Subcommittee on Defense
Committee on Appropriations
House of Representatives

The Honorable Hal Rogers
Chairman
The Honorable Nita M. Lowey
Ranking Member
Subcommittee on State, Foreign Operations, and Related Programs
Committee on Appropriations
House of Representatives

Enclosure I: Objective, Scope, and Methodology

In this report, we developed a fiscal year 2016 inventory of Department of Defense (DOD) security cooperation and Department of State (State) security assistance efforts that may be used by the U.S. government to build foreign partner capacity to address security-related threats. This inventory includes each effort's name, description, associated legal authorities, and agency involvement as required by the identified associated authorities.

To develop the inventory of efforts and associated authorities, we assessed information from key DOD and State documents and data, RAND Corporation (RAND) and Congressional Research Service (CRS) reports, our prior and ongoing reviews; and legal searches. Our sources included, but were not limited to, the following:

- Defense Security Cooperation Agency. *Security Assistance Management Manual*. Chapter 15: Building Partner Capacity Programs. DSCA 5105.38-M.
- Office of the Under Secretary of Defense for Policy. "Security Cooperation Tool Kit." (Data pulled March 2016.)²¹
- Defense Institute of Security Assistance Management. *Security Cooperation Programs, Fiscal Year 2016*. Revision 16.0.²²
- Defense Security Cooperation Agency, Office of General Counsel. Briefing slide deck: "Authority and Money: Basics for Building Partner Capacity." February 2016. (Current as of 2016 DOD Appropriations Act and National Defense Authorization Act.)²³
- Moroney, Jennifer D. P., David E. Thaler, and Joe Hogler. *Review of Security Cooperation Mechanisms Combatant Commands Utilize to Build Partner Capacity*. RAND National Defense Research Institute: 2013.
- Thaler, David E., Michael J. McNerney, Beth Grill, et al. *From Patchwork to Framework: A Review of Title 10 Authorities for Security Cooperation*. RAND Corporation, 2016.
- Skorupski, Bolko, and Nina M. Serafino. *Memorandum: "Title 10" Security Cooperation Authorities*. 7-5700. Congressional Research Service, October 21, 2015.
- Serafino, Nina M. *Security Assistance and Cooperation: Shared Responsibility of the Departments of State and Defense*. R44444. Congressional Research Service, April 4, 2016.
- Skorupski, Bolko, and Nina M. Serafino. *DOD Security Cooperation: An Overview of Authorities and Issues*. R44602. Congressional Research Service, August 23, 2016.

²¹According to the DOD Office of the Secretary of Defense officials responsible for the Security Cooperation Tool Kit, the toolkit is not consistently maintained, not up-to-date, and not considered the definitive list of DOD security cooperation programs.

²²The *Security Cooperation Programs Handbook, Fiscal Year 2016*, includes the following disclaimer: "The Security Cooperation Program Handbook is provided as an educational document for programs of interest to [Defense Institute of Security Assistance Management (DISAM)] students. Although it is a very thorough listing of Security Cooperation and Security Assistance Programs of interest to the Security Cooperation Workforce, it is not an [Office of the Under Secretary of Defense Policy (OUSDP)] or [Defense Security Cooperation Agency (DSCA)] sanctioned compilation of programs." Note that, effective July 1, 2016, DISAM transitioned to the Defense Institute of Security Cooperation Studies (DISCS). http://www.iscs.dsca.mil/_default.aspx.

²³According to an official of the DSCA's Office of General Counsel, this briefing slide deck is an internal briefing document meant to provide the office's staff with a list of DOD and State appropriations, programs, and authorities that are key for their purposes; it is not considered an official DOD list of security cooperation programs.

- Department of State program and authority data.
- Prior and ongoing GAO work on security cooperation and security assistance efforts.²⁴
- Selected public laws such as the NDAA for fiscal years 2015 and 2016 and the Department of State, Foreign Operations, and Related Programs Appropriations Acts and Department of Defense Appropriations Acts for fiscal years 2015 and 2016.

Moreover, to identify key lists of efforts and associated authorities from these sources and the methodologies used to compile them and any limitations involved, we interviewed DOD officials from the Office of the Under Secretary of Defense for Policy's Office of the Deputy Assistant Secretary of Defense Security Cooperation, Defense Security Cooperation Agency (DSCA), and the Defense Institute of Security Assistance Management and from the Office of the Under Secretary of Defense (Comptroller). We also interviewed State officials from the Bureau of Political-Military Affairs and the Office of U.S. Foreign Assistance Resources as well as RAND and CRS personnel.

Building on RAND's 2013 study, which was sponsored by the Office of the Secretary of Defense,²⁵ and on DOD and State documents, our inventory lists DOD's security cooperation and State's security assistance efforts that, according to the sources we consulted, may be used to build partner capacity to address security-related threats. These efforts include defense and military contacts (e.g., establishing senior-level personal relationships); conferences or workshops; personnel exchanges (e.g., embedding advisors into foreign military and security ministries); needs or capability assessments (e.g., engaging in multilateral military planning and discussion of capabilities development); training; education (e.g., admitting foreign military officers to U.S. military schools and sending U.S. military officers to foreign military schools); exercises (bilateral and multilateral); equipment; supplies; construction; air or sealoft; research, design, testing, and evaluation; experimentation; and information exchanges. According to the sources we consulted, these efforts were conducted for the purposes of interoperability; research and development; aviation expertise; border security; coalition operations; countering weapons of mass destruction; counternarcotics; counterterrorism; counter-threat finance; stabilization and reconstruction; counterinsurgency; cyber; demining; intelligence, surveillance, and reconnaissance; law enforcement; maritime security; missile defense; peacekeeping; and port security. We included in the inventory efforts that were intended solely to build partner security capacity as well those that could have a partial or ancillary effect on partner security capacity. We excluded efforts conducted solely for the purposes of humanitarian, health, disaster, or development assistance.

The efforts we selected for our inventory comprise what our sources referred to as "programs," "subprograms," "tools," "funding accounts," "authorities," or "activities." We used "efforts" as the most inclusive possible term, because the DOD and DOD-sponsored sources we consulted used undefined and varying terminology—for example sometimes using terms such as "programs" and "activities" interchangeably and sometimes including funds and the names of authorities—and because these sources and DOD officials did not provide DOD-sanctioned definitions of the program and subprogram levels for security cooperation programs. To

²⁴For a listing of some relevant GAO reports, see www.gao.gov/key_issues/countering_overseas_threats/issue_summary.

²⁵Jennifer D. P. Moroney, David E. Thaler and Joe Hogler, *Review of Security Cooperation Mechanisms Combatant Commands Utilize to Build Partner Capacity* (Santa Monica, CA: RAND Corporation, 2013). The research was sponsored by the Joint Staff Strategic Plans and Policy Directorate, J5, and by the Office of Cost Assessment and Program Evaluation in the Office of the Secretary of Defense.

corroborate effort names across sources and reduce potential duplication due to variations in names, we compared effort names, descriptions, and associated authorities across sources and obtained agency input. To identify effort descriptions, we synthesized information from individual effort descriptions provided by our sources and agency input where supported. We worked with DOD and State officials to resolve any discrepancies, to add additional efforts, and to group subefforts with overall efforts when the officials made such information available.

To identify the authorities associated with the efforts included in the inventory, we primarily relied on the sources noted above and agency input. We conducted legal research on each identified authority to determine whether it was relevant and still current as of fiscal year 2016 or whether it had expired or been repealed. We also reviewed the text of each authority to identify, if possible, the efforts it authorized. We also reviewed selected public laws, including the NDAA's for fiscal years 2015 and 2016 and the Department of State, Foreign Operations, and Related Programs Appropriations Acts and the Department of Defense Appropriations Acts for fiscal years 2015 and 2016. When we determined that an authority was no longer in effect, or when we found no clear link between an authority and the effort listed as associated with it, we conducted legal research, reviewed prior and ongoing GAO work, and asked agency officials to identify the authority that the agency relies on to conduct the specific effort. We incorporated their responses where appropriate. For this inventory, the associated authorities are those that our review indicated the agency relies on to conduct the specific efforts.

To determine the agency involvement required for each effort, we reviewed each effort's associated authorities listed in the inventory and categorized each effort as a (1) DOD effort where the associated authorities do not require State involvement, (2) DOD effort where at least one of the associated authorities requires State involvement, (3) State effort where at least one of the associated authorities requires DOD involvement, or (4) State effort where the associated authorities do not require DOD involvement. We based these categorizations on each effort's associated authorities and any relevant delegations of those authorities by executive order and whether these associated authorities or delegations contained a requirement for the other agency's involvement (i.e., concurrence, consultation, coordination, implementation, or similar interaction). Where multiple authorities associated with a single effort differed as to whether DOD or State involvement was required, we categorized the effort as requiring the other agency's involvement if at least one of the associated authorities required it. Where multiple authorities associated with an effort differed regarding the agency authorized to oversee or manage the effort, we categorized the effort on the basis of agency input and information available in our prior and ongoing work.

Our inventory of security cooperation efforts used to build partner capacity may not represent the universe of current efforts and their associated authorities. Because our inventory of efforts and authorities is derived primarily from previously conducted government and nongovernment research, the inventory may not include efforts and authorities that were not accurately identified in the primary sources. Moreover, the inventory may not include some efforts and authorities, because many efforts are linked to multiple authorities, and vice versa, making them more difficult to identify than when, for example, an authority names and supports one effort or program. In addition, the sources that serve as the basis for our inventory may have excluded relevant authorities that could affect the determination of agency involvement based on the identified authorities associated with each effort. To mitigate these concerns, we provided multiple iterations of our inventory to DOD and State for their review and incorporated their comments as appropriate. Finally, the scope of our review included efforts and authorities current as of fiscal year 2016 and thus, did not include changes to these efforts and authorities resulting from the enactment of the NDAA for Fiscal Year 2017.

We conducted this performance audit from July 2015 to March 2017 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Enclosure II: Inventory of Department of Defense Security Cooperation Efforts and Department of State Security Assistance Efforts to Build Foreign Partner Capacity

Tables 1 through 4 present our fiscal year 2016 inventory of the Department of Defense's (DOD) security cooperation efforts and the Department of State's (State) security assistance efforts that may be used to build foreign partner capacity to address security-related threats—including each effort's name, description, and associated legal authorities—organized according to agency involvement as required by the associated legal authorities.

Table 1: Department of Defense Security Cooperation Efforts That May Be Used to Build Partner Capacity Where the Associated Authorities Listed Do Not Require Department of State Involvement, Fiscal Year 2016

No.	Security cooperation effort used to build partner capacity	Description of effort	Authorities associated with effort
1.	Afghanistan-Pakistan (AFPAK) Hands (APH)	Build a Department of Defense (DOD) military and civilian cadre with expertise of Afghanistan and Pakistan. This cadre will facilitate the department's ability to institutionalize the nation- building strategies key to stability in both countries. Provide personnel specialized training that prepares them for frequent interaction with Afghan and Pakistan officials and the population, and place them in positions of strategic influence, fostering cooperation and assisting in transition activities. Staff are placed in positions where they work closely with Afghan military and civilian officials building capacity, mentoring, and advising.	10 U.S.C. § 3013, Secretary of the Army 10 U.S.C. § 5013, Secretary of the Navy 10 U.S.C. § 8013, Secretary of the Air Force
2.	African Cooperation	Pay the travel, subsistence, and special compensation regarding officers and students of African countries and other expenses that the Secretary considers necessary for African cooperation.	10 U.S.C. § 1050a, African cooperation: payment of personnel expenses
3.	Aircraft Supplies and Services for Foreign Aircraft	Provide supplies to improve partner nations' interoperability with U.S. forces and aviation expertise.	10 U.S.C. § 9626, Aircraft supplies and services: foreign military or other state aircraft

No.	Security cooperation effort used to build partner capacity	Description of effort	Authorities associated with effort
4.	Army-to-Army, Navy-to-Navy, Air Force-to Air Force Staff Talks	Support Army and Combatant Commands (COCOM) security cooperation objectives including (1) provide and share information, (2) conduct military-to-military activities, (3) interoperability, (4) defense institution building, and (5) coalition operations.	10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses
5.	Asia Pacific Regional Initiative (APRI)	Authorize U.S. Pacific Command to execute Theater Security Cooperation activities such as humanitarian assistance, payment of incremental and personnel costs of training, and exercising with foreign security forces.	Pub. L. No. 114-113 (2015), § 8082
6.	Center for Army Lessons Learned International Engagements	Assist partner nation militaries by sharing lessons learned and assisting them in developing a lessons learned capability, to include a Lessons Learned Center, when requested. Engagements with partner nations may require one or more visits and continuing discussions with the partner nation.	10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses
7.	Cooperation Programs: Bilateral Meetings	Hold high-level visits with foreign counterparts to foster military-to-military relations and reinforce military cooperation.	10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses
8.	Cooperation Programs: Counterpart Visits of Senior Foreign Officials	Allow the Secretary of Defense and designated other senior DOD officials to extend official invitations for civilian or military dignitaries and officials of foreign governments to visit the United States at DOD expense. This program is designed to conduct multinational conferences, provide education, and share information.	10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses 10 U.S.C. §127, Emergency and extraordinary expenses
9.	Cooperation Programs: Defense Environmental International Cooperation (DEIC)	Provide DOD with a tool to engage partner nations on defense environmental issues in support of U.S. national security strategies through information exchanges, exercises, and workshops.	10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses

Security cooperation effort used to build partner capacity			
No.		Description of effort	Authorities associated with effort
10.	Cooperation Programs: Payment of Expenses to attend Bilateral or Regional Conferences	Authorize the use of DOD funding for developing country(s) participation at bilateral or multilateral regional combatant command conferences.	10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses
11.	Combatant Commander Initiative Funds	Principal vehicle for the Chairman of the Joint Chiefs of Staff and combatant commanders to support unforeseen contingency requirements critical to the combatant commands' joint warfighting readiness and national security interests. This program is used to train military personnel of partner countries and to hold joint exercises, and selected operations.	10 U.S.C. § 166a, Combatant commands: funding through the Chairman of Joint Chiefs of Staff
12.	Combating Terrorism Fellowship Program (CTFP)	Provide foreign partners' mid- and senior-level defense and security officials with operational and strategic-level education on combating terrorism while reinforcing partner-nation capabilities.	10 U.S.C. § 2249c, Regional Defense Combating Terrorism Fellowship Program: authority to use appropriated funds for costs associated with education and training of foreign officials
13.	Counterterrorism Partnerships Fund (CTPF)	Provide support and assistance to foreign security forces or other groups or individuals to conduct, support, or facilitate counterterrorism and crisis response activities and improve the capacity of the U.S. Armed Forces to provide enabling support to counterterrorism and crisis response activities undertaken by foreign security forces or other groups or individuals; limited to U.S. Central Command's and U.S. Africa Command's respective areas of responsibility.	Pub. L. No. 114-92 (2015), § 1510, Counterterrorism Partnerships Fund Pub. L. No. 114-113 (2015), Counterterrorism Partnerships Fund
14.	Defense Resource Management Study Program	Provide training and education and engage in information exchanges through conferences and workshops with partner nations to improve their defense-institution-building capacity.	10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses
15.	Department of Defense Senior Military College International Student Program	Allow international military students to attend senior professional military education courses by invitation only at any of 10 schools at the command and staff and war college levels.	10 U.S.C. § 2111b, Senior military colleges: Department of Defense international student program

Security cooperation effort used to build partner capacity			
No.		Description of effort	Authorities associated with effort
16.	Education and Training in Information Security	Provide training and education to partner nations to improve their interoperability with U.S. forces, cyber capability, and defense-institution-building capacity.	10 U.S.C. § 1051c, Multilateral, bilateral, or regional cooperation programs: assignments to improve education and training in information security 10 U.S.C. § 2350d, Cooperative logistic support agreements: NATO countries
17.	Emergency and Extraordinary Expenses (EEE)	Address activities that cannot otherwise be addressed in existing statutes. The authority can be used to buy equipment and provide services, to include training, transportation, and any other services the Secretary of Defense determines are necessary.	10 U.S.C. § 127, Emergency and extraordinary expenses
18.	Engineers and Scientists Exchange Program (ESEP)	Conduct mutual exchange of military or civilian engineers and scientists generally in a permanent change of station status to become producing members of the host nation military research, development, test, and evaluation (RDT&E) community.	10 U.S.C. § 168 note, Authority for non-reciprocal exchanges of defense personnel between the United States and foreign countries
19.	European Reassurance Initiative	Provide for programs, activities, and assistance in support of the governments of Ukraine, Estonia, Lithuania, and Latvia. This includes activities that increase the presence of U.S. armed forces in Europe through bi- and multilateral exercises as well as activities to improve infrastructure and prepositioning of equipment in Europe to enhance the responsiveness of U.S. armed forces.	Pub. L. No. 113-291 (2014), § 1511, European Reassurance Initiative Pub. L. No. 113-291 (2014), § 1535, European Reassurance Initiative
20.	Exercise Related Construction	Allow limited overseas construction by U.S. forces in support of a combined exercise.	10 U.S.C. § 2805, Unspecified minor construction
21.	Foreign Naval Vessels and Aircraft: Supplies and Services	Provide supplies to partner nations' military forces to improve their maritime security and interoperability with U.S. forces.	10 U.S.C. § 7227, Foreign naval vessels and aircraft: supplies and services

No.	Security cooperation effort used to build partner capacity		Authorities associated with effort
	Description of effort		
22.	Foreign Officers' Admission to Naval Postgraduate School	Provide education to partner-nation military forces to improve interoperability with U.S. forces and the partner nation's defense-institution-building capacity.	10 U.S.C. § 7046, Officers of foreign countries: Admission
23.	Foreign Participation in the Senior Reserve Officers' Training Corps	Provide education and develop defense and military contacts with partner nations to improve their defense-institution-building capacity.	10 U.S.C. § 2103, Eligibility for membership
24.	Foreign Participation in the Uniformed Services University of the Health Sciences	Provide education to, and engage in personnel exchanges with, partner nations to improve their defense-institution-building capacity and humanitarian assistance and disaster relief capabilities.	10 U.S.C. § 2114, Students: selection; status; obligation
25.	Foreign Service/Military Academy Semester Abroad Exchanges	Provide education to, and engage in personnel exchanges with, partner nations to improve their defense-institution-building capacity and interoperability with U.S. forces. For example, provides the opportunity for international military cadets to attend U.S. academies on a short-term basis to receive exposure to U.S. undergraduate education in a military environment.	10 U.S.C. § 4345, Exchange program with foreign military academies 10 U.S.C. § 6957a, Exchange program with foreign military academies 10 U.S.C. § 9345, Exchange program with foreign military academies
26.	Foreign Students' Attendance at the Service Academies	Allow the service academies to enroll qualified prospective officer candidates from partner nations to receive an undergraduate college education. By law, each service academy may have up to 60 international students enrolled at any given time.	10 U.S.C. § 4344, Selection of persons from foreign countries 10 U.S.C. § 6957, Selection of persons from foreign countries 10 U.S.C. § 9344, Selection of persons from foreign countries
27.	Global Research Watch Program	Engage in information exchanges and experimentation with partner nations to improve their interoperability, research and development capability, and defense-institution-building capacity.	10 U.S.C. § 2365, Global Research Watch Program
28.	Information Exchange Program	Engage in an exchange of technical data with other countries to conduct further RDT&E of a U.S. weapons system.	10 U.S.C. § 2358, Research and development projects

Security cooperation effort used to build partner capacity			
No.	Description of effort	Authorities associated with effort	
29.	Intelligence Sharing: Exchange of mapping, charting, and geodetic data	Engage in information exchanges with partner nations to improve their intelligence, surveillance, and reconnaissance (ISR) capability, interoperability, and defense-institution-building capacity.	10 U.S.C. § 454, Exchange of mapping, charting, and geodetic data with foreign countries, international organizations, nongovernmental organizations, and academic institutions
30.	Intelligence Sharing: Funds for Foreign Cryptologic Support	Engage in information exchanges with partner nations to improve their ISR capabilities and defense-institution-building capacity.	10 U.S.C. § 421, Funds for foreign cryptologic support
31.	Intelligence Sharing: Imagery Intelligence and Geospatial Information	Engage in information exchanges with partner nations to improve their ISR capabilities, interoperability with U.S. forces, and defense-institution-building capacity.	10 U.S.C. § 443, Imagery intelligence and geospatial information: support for foreign countries, regional organizations, and security alliances
32.	Inter-American Air Forces Academy	Provide professional and technical training to students from partner nations eligible to receive security assistance, primarily students from the air forces of Latin America and the Caribbean.	10 U.S.C. § 9415, Inter-American Air Forces Academy
33.	International Counterproliferation Program	Provide equipment and training to partner nations to improve border security and counter weapons of mass destruction capabilities.	50 U.S.C. § 2334, Training program 50 U.S.C. § 2333, International border security
34.	Israeli Cooperative Missile Defense Program	Provide funds to the government of Israel to procure weapons systems, including the coproduction of parts and components in the United States by U.S. industry.	Pub. L. No. 114-92 (2015), § 1679, Israeli Cooperative Missile Defense Program Codevelopment and Coproduction
35.	Israeli Short-Range Rocket Defense System	Provide the government of Israel assistance specifically for the production and procurement of the Iron Dome defense system for purposes of intercepting short-range missiles, rockets, and projectiles launched against Israel.	Pub. L. No. 114-92 (2015), § 1678, Availability of Funds for Iron Dome Short-Range Rocket Defense System

Security cooperation effort used to build partner capacity			
No.	Description of effort	Authorities associated with effort	
36.	Joint Combined Exchange Training (JCET)	Authorize the overseas deployment of U.S. special operations forces with the dual purpose of training themselves and their host-nation counterparts.	10 U.S.C. § 2011, Special operations forces: training with friendly foreign forces
37.	Joint Improvised Explosive Device Training ("1533")	Provide training to foreign security forces to defeat improvised explosive devices in locations in which DOD is conducting a named operation or in geographic areas where the Secretary of Defense has determined that a foreign force is facing a significant threat from improvised explosive devices.	Pub. L. No. 114-92 (2015), § 1533, Availability of Joint Improvised Explosive Device Defeat Fund for Training of Foreign Security Forces to Defeat Improvised Explosive Devices
38.	Latin American (LATAM) Cooperation Funds	Provide funding assistance, including tuition and per diem expenses, to Latin America students during U.S. training.	10 U.S.C. § 1050, Latin American cooperation: payment of personnel expenses
39.	Logistics support to convey defense articles to foreign forces training with U.S. forces	Provide logistics support for the conveyance of certain defense articles in Afghanistan to the armed forces of a country with which the U.S. armed forces plan to conduct bilateral or multilateral training overseas during fiscal years 2015 and 2016.	Pub. L. No. 113-291 (2014), § 1210, Provision of Logistic Support for the Conveyance of Certain Defense Articles to Foreign Forces Training with the United States Armed Forces
40.	Operator Engagement Talks (formerly "Ops-Ops Talks")	Authorize information exchanges through conferences and workshops with partner nations' military forces to improve their defense-institution-building capacity.	10 U.S.C. § 166a, Combatant commands: funding through the Chairman of Joint Chiefs of Staff 10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses 10 U.S.C. § 1050a, African cooperation: payment of personnel expenses 10 U.S.C. § 1050, Latin American cooperation: payment of personnel expenses
41.	Sale of Surplus War Material	Sale of equipment and supplies to partner nations to improve their capabilities, primarily for security and countering threats.	10 U.S.C. § 4681, Surplus war material: sale to States and foreign governments 10 U.S.C. § 9681, Surplus war material: sale to States and foreign governments

Security cooperation effort used to build partner capacity			
No.		Description of effort	Authorities associated with effort
42.	Senior National Representative (Army) Meetings	Senior-level acquisition and armaments representatives focus on partner nation military forces' specific capabilities in the areas of science and technology; research, development, and acquisition; interoperability with U.S. forces; and emergent issues of mutual interest to initiate or leverage cooperative programs or capability.	10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses
43.	Service Academy Foreign and Cultural Exchange Activities	Provide education to partner nation military forces to improve interoperability and their defense-institution-building capacity.	10 U.S.C. § 6957b, Foreign and cultural exchange activities 10 U.S.C. § 9345a, Foreign and cultural exchange activities
44.	Service Chief Counterpart Visit Program	Engage in information exchanges and defense and military contacts at conferences or workshops to improve partner nation military forces' capacity for security, countering threats, and humanitarian assistance.	10 U.S.C. § 166a, Combatant commands: funding through the Chairman of Joint Chiefs of Staff 10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses 10 U.S.C. § 1050a, African cooperation: payment of personnel expenses 10 U.S.C. § 1050, Latin American cooperation: payment of personnel expenses
45.	Service Participation in Bilateral and Multilateral International Armaments Cooperation Forums	Participate in information exchanges and needs or capability assessments to improve RDT&E capabilities of partner nations.	10 U.S.C. § 2358, Research and development projects
46.	Space Situational Awareness Services and Information	Engage in information exchanges with partner nation military forces to improve their interoperability with U.S. forces and role in coalition operations.	10 U.S.C. § 2274, Space situational awareness services and information: provision to non-United States Government entities

Security cooperation effort used to build partner capacity			
No.	Description of effort		Authorities associated with effort
47.	Temporary Assignment of Foreign Personnel for Information Security	Allow for the temporary assignment of a member of the military forces of a partner nation to a DOD organization for the purpose of assisting the member to obtain education and training to improve the member's ability to understand and respond to information security threats, vulnerabilities of information security systems, and the consequences of information security incidents.	10 U.S.C. § 1051c, Multilateral, bilateral, or regional cooperation programs: assignments to improve education and training in information security
48.	Traditional Combatant Commander Activities (TCA)	Provide funds to geographic combatant commands for contacts between U.S. and foreign armed forces for certain activities that are designed to encourage a democratic orientation of defense establishments and military forces of other countries.	10 U.S.C. § 166a. Combatant commands: funding through the Chairman of Joint Chiefs of Staff 10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses
49.	Transfer of Technical Data	Engage in information exchanges with partner nations to improve their interoperability with U.S. forces, maritime security, missile defense, and defense-institution-building capacity.	10 U.S.C. § 2320, Rights in technical data
50.	Unified Engagement Building Partnership Seminars	Sponsor conferences or workshops to build defense and military contacts with partner nation military forces to improve their ability to counter threats, to increase their interoperability with U.S. forces, and to improve their humanitarian assistance-related activities.	10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses
51.	U.S. Army: African Land Forces Summit (ALFS)	Engage with land forces chiefs of staff from African nations and military leadership from the U.S. Army to discuss African security challenges and lay the foundation for additional events such as the African Strategic Conference and the Pre-Theater Security Cooperation Conference.	10 U.S.C. § 166a. Combatant commands: funding through the Chairman of Joint Chiefs of Staff 10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses 10 U.S.C. § 1050a, African cooperation: payment of personnel expenses

Security cooperation effort used to build partner capacity		Description of effort	Authorities associated with effort
No.			
52.	U.S. Army Distinguished Foreign Visits	Develop defense and military contacts with partner nations to improve their interoperability with U.S. forces, roles in coalition operations, and defense institution-building capacity.	<p>10 U.S.C. § 166a, Combatant commands: funding through the Chairman of Joint Chiefs of Staff</p> <p>10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses</p> <p>10 U.S.C. § 1050a, African cooperation: payment of personnel expenses</p> <p>10 U.S.C. § 1050, Latin American cooperation: payment of personnel expenses</p>
53.	U.S. Army Medical Department International Programs	Provide institutional support to Command Surgeon staffs of Combatant Command/Army Service Component Command (COCOM/ASCC) in accomplishing security cooperation and assistance goals within their respective areas of operation, including initiatives in which the U.S. Army Medical Command collaborates with international constituents to accomplish research and development goals to improve medical knowledge and care provided to U.S. forces.	10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses
54.	U.S. Army Training and Doctrine Command (TRADOC): Training and Doctrine Conferences	Conduct bilateral training and doctrine conferences with selected foreign TRADOC counterparts every 12-18 months to exchange information within mutually compatible core functions to enhance interoperability.	10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses
55.	Unified Counter-Drug and Counterterrorism Campaign in Colombia ("1021")	Support a unified campaign by Colombia against narcotics trafficking and against activities by organizations designated as terrorist organizations.	Pub. L. No. 108-375 (2004), § 1021, as amended, Authority to Support Unified Counterdrug and Counterterrorism Campaign in Colombia
56.	Western Hemisphere Institute for Security Cooperation	Provide professional education and training to eligible military, law enforcement, and civilian personnel of nations of the Western Hemisphere within the context of the democratic principles set forth in the Charter of the Organization of American States.	10 U.S.C. § 2166, Western Hemisphere Institute for Security Cooperation

Source: GAO analysis of DOD and State documents and officials' input; GAO, RAND Corporation, and Congressional Research Service reports; and legal authorities. | GAO-17-255R

Notes: Our inventory of security cooperation efforts used to build partner capacity may not represent the universe of current efforts. Because our inventory of efforts and authorities is derived primarily from previously conducted government and nongovernment research, the inventory may not include efforts and authorities that were not captured in the primary sources. Moreover, the inventory may not include some efforts and authorities, because many efforts are linked to multiple authorities, and vice versa, making them more difficult to identify than when, for example, an authority names and supports one effort or program. In addition, the sources that serve as the basis for our inventory may have excluded relevant authorities that could affect the determination of agency involvement based on the identified authorities associated with each effort. To mitigate these concerns, we reviewed our draft inventory multiple times with Department of Defense (DOD) and Department of State (State) officials and incorporated their comments as appropriate.

For the purposes of this inventory, “efforts” includes what our sources referred to as “programs,” “subprograms,” “tools,” “funding accounts,” “authorities,” or “activities.”

Where we are aware that an authority has been codified, including in a note to a section of the U.S. Code, we have provided that citation for the authority rather than the original public law citation. The codified authority provides the most up-to-date version of that authority, including any amendments subsequent to initial passage.

For the purposes of this inventory, “where the associated authorities listed do not require Department of State involvement” means that none of the authorities associated with the effort listed require State’s involvement. State’s involvement in efforts may include concurrence, consultation, coordination, implementation, or similar interaction.

Table 2: Department of Defense Security Cooperation Efforts That May Be Used to Build Partner Capacity Where at Least One of the Associated Authorities Listed Requires Department of State Involvement, Fiscal Year 2016

No.	Security cooperation effort used to build partner capacity	Description of effort	Authorities associated with effort
1.	Acquisition and Cross-Servicing Agreements (ACSA)	Provision of minor U.S. logistics support, supplies, and services to foreign military forces, generally on a reciprocal basis.	10 U.S.C. § 2342, Cross-servicing agreements
2.	ACSA-Expanded ("1207")	Provision of certain personnel protection equipment to coalition forces in coalition or peacekeeping operations with the United States, using ACSA procedures.	10 U.S.C. § 2342 note, Cross Servicing Agreements for Loan of Personnel Protection and Personnel Survivability Equipment in Coalition Operations
3.	Activities to Enhance the Capability of Foreign Countries to Respond to Incidents Involving Weapons of Mass Destruction ("1204")	Provide assistance to the military and civilian first-responder organizations of countries that share a border with Syria, to enhance the capability of such countries to respond effectively to potential incidents involving weapons of mass destruction (WMD) in Syria and the surrounding region.	10 U.S.C. § 401 note, Authority to conduct activities to enhance the capability of foreign countries to respond to incidents involving weapons of mass destruction
4.	Afghanistan Security Forces Fund	Provide authority to use funds to train, equip, and provide related assistance to Afghan military and security forces to enhance their capability to combat terrorism and support U.S. military operations in Afghanistan.	Pub. L. No. 114-113 (2015), Department of Defense Appropriations Act, 2016, Title IX, Afghanistan Security Forces Fund Pub. L. No. 110-181 (2008), § 1513, as amended, Afghanistan Security Forces Fund

Security cooperation effort used to build partner capacity		
No.	Description of effort	Authorities associated with effort
5.	Afghanistan Train and Equip	<p>Provide assistance to the Afghan National Army to enhance its capability to combat terrorism and to support U.S. military operations.</p> <p>Pub. L. No. 114-113 (2015), Department of Defense Appropriations Act, 2016, Title IX, Afghanistan Security Forces Fund</p> <p>Pub. L. No. 110-181 (2008), § 1513, as amended, Afghanistan Security Forces Fund</p>
6.	Air and Maritime Sector Development (AFRICOM)	<p>Allow for the payment of personnel expenses in multilateral, bilateral or regional cooperation programs; and payment of incremental expenses for participation of developing countries in combined exercises.</p> <p>10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses</p> <p>10 U.S.C. § 2010, Participation of developing countries in combined exercises: payment of incremental expenses</p>
7.	Assist in Accounting for Missing U.S. Government Personnel	<p>Provide assistance to any foreign nation to assist the Department of Defense (DOD) with recovery of and accounting for missing U.S. government personnel. Assistance may consist of providing equipment, supplies, services, and training.</p> <p>10 U.S.C. § 408, Equipment and training of foreign personnel to assist in Department of Defense accounting for missing United States Government personnel</p>
8.	Assistance to Counter the Islamic State in Iraq and the Levant	<p>Provide assistance, including training and equipment, to military and other security forces of, or associated with, the government of Iraq, including Kurdish and tribal security forces or other local security forces, with a national security mission.</p> <p>Pub. L. No. 113-291 (2014), § 1236, as amended, Authority to Provide Assistance to Counter the Islamic State in Iraq and the Levant</p>
9.	Assistance to the Vetted Syrian Opposition ("1209")	<p>Authorize assistance to appropriately vetted elements of the Syrian opposition and other appropriately vetted Syrian groups and individuals. This program has three purposes: (1) defending the Syrian people from attacks by the Islamic State of Iraq and the Levant and securing territory controlled by the Syrian opposition; (2) protecting the United States, its friends and allies, and the Syrian people from the threats posed by terrorists in Syria; and (3) promoting the conditions for a negotiated settlement to end the conflict in Syria.</p> <p>Pub. L. No. 113-291 (2014), § 1209, as amended, Authority to Provide Assistance to the Vetted Syrian Opposition</p>

Security cooperation effort used to build partner capacity		
No.	Description of effort	Authorities associated with effort
10.	Aviation Leadership Program (ALP) Provide undergraduate pilot training to friendly, less-developed countries. The overarching goal is engagement at both the air force and individual level. Eligible countries are those classified by the World Bank as "middle or lower income." The program includes English language training and associated programs that promote better awareness and understanding of the democratic institutions and social framework of the United States.	10 U.S.C. § 9381, Establishment of program 10 U.S.C. § 9382, Supplies and clothing 10 U.S.C. § 9383, Allowances 22 U.S.C. § 2347c, Exchange Training: reciprocity agreement
11.	Burma Engagement Authority Engage with the government of Burma in areas such as training on human rights, rule of law, humanitarian and disaster relief; defense institution building; observer status to bi or multilateral humanitarian assistance; and disaster relief exercises.	22 U.S.C. § 2151 note, Military-to-Military Engagement with the Government of Burma
12.	Center for Complex Operations Establish the Center for Complex Operations to coordinate preparation of U.S. government personnel for complex operations; foster unity of effort among U.S. government organizations, foreign government personnel, international nongovernmental organizations (NGOs), and U.S. NGOs during complex operations; and identify gaps in the training of these personnel and facilitate efforts to fill any gaps.	10 U.S.C. § 409, Center for Complex Operations
13.	Chairman of the Joint Chiefs of Staff's Exercise Program Engage in exercises with partner nations to improve their security and counterthreat capabilities. Periodic or one-time combined command post or field training exercises to be conducted by combatant commands and their component commands with foreign military forces, under the authority of the Chairman of the Joint Chiefs of Staff.	10 U.S.C. § 2010, Participation of developing countries in combined exercises: payment of incremental expenses 10 U.S.C. § 2011, Special operations forces: training with friendly foreign forces 10 U.S.C. § 2011 note, Training of general purpose forces of the United States Armed Forces with military and other security forces of friendly foreign countries 10 U.S.C. § 153, Chairman: functions

Security cooperation effort used to build partner capacity			
No.	Description of effort	Authorities associated with effort	
14.	Civil-Military Emergency Preparedness	<p>Build regional and partner-nation resiliency against the consequences of disasters, using the full range of U.S. government foreign assistance resources. The program helps partner nations to perform self-assessments for emergency management systems. It is a low-cost tool that helps to develop and provide a 3- to 5-year plan to address needs, identify strengths, and increase progress toward successful emergency management planning.</p>	<p>10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses</p> <p>10 U.S.C. § 2010, Participation of developing countries in combined exercises: payment of incremental expenses</p> <p>10 U.S.C. § 2561, Humanitarian Assistance</p>
15.	Coalition Readiness Support Program	<p>Provide specialized training and procure supplies and specialized equipment that can then be provided or loaned on a nonreimbursable basis to coalition forces in support of U.S. military operations in Iraq and Afghanistan.</p>	<p>Pub. L. No. 114-113 (2015) Department of Defense Appropriations Act, 2016, Title IX, Operation and Maintenance, Operation & Maintenance Defense-Wide</p> <p>Pub. L. No. 110-181 (2008), § 1233, as amended, Reimbursement for Certain Coalition Nations for Support Provided to United States Military Operations</p>
16.	Coalition Support Funds (CSF) ("1233")	<p>Provide reimbursement to Pakistan, Jordan, and other key cooperating nations for logistical, military, and other expenses incurred in support of U.S. operations in Afghanistan and Iraq.</p>	<p>Pub. L. No. 110-181 (2008), § 1233, as amended, Reimbursement for Certain Coalition Nations for Support Provided to United States Military Operations</p> <p>Pub. L. No. 114-113 (2015), Department of Defense Appropriations Act, 2016, Title IX, Operation and Maintenance, Operation & Maintenance Defense-Wide</p>
17.	Coalition Warfare Program	<p>Provide seed money to support international cooperative development of technological solutions that enable U.S. and friendly armed forces to operate more effectively together across the full spectrum of multinational operations. This is a DOD-wide research, development, test, and evaluation (RDT&E) program.</p>	<p>10 U.S.C. § 2350a, Cooperative research and development agreements: NATO organizations; allied and friendly foreign countries</p> <p>22 U.S.C. § 2767, Authority of President to enter into cooperative projects with friendly foreign countries</p>

Security cooperation effort used to build partner capacity			
No.		Description of effort	Authorities associated with effort
18.	Combined Exercises	Provide geographic combatant commands (GCC) with their primary means to train battle staffs and forces in joint and combined operations, to evaluate war plans, and to execute their engagement strategies. These exercises are between U.S. forces and one or more partner nations. Larger and more politically sensitive exercises are considered part of the Chairman of the Joint Chiefs of Staff exercise program. Combined exercises may include service-sponsored exercises and competitions.	<p>10 U.S.C. § 153, Chairman: functions</p> <p>10 U.S.C. § 2010, Participation of developing countries in combined exercises: payment of incremental expenses</p> <p>10 U.S.C. § 2011, Special operations forces: training with friendly foreign forces</p> <p>10.U.S.C. § 2011 note, Training of general purpose forces of the United States Armed Forces with military and other security forces of friendly foreign countries</p>
19.	Cooperative Agreements for reciprocal use of test facilities: foreign countries and international organizations	Provide, on a reciprocal basis with a foreign nation or international organization, for the testing of defense equipment by the United States, using test facilities of that nation or organization, and by that nation or organization, using test facilities of the United States.	10 U.S.C. § 2350l, Cooperative agreements for reciprocal use of test facilities: foreign countries and international organizations
20.	Cooperative Military Airlift Agreements	Engage in cooperative air and sealifts with partner nation military forces to improve their interoperability with U.S. forces and their role in coalition operations.	10 U.S.C. § 2350c, Cooperative military airlift agreements: allied countries
21.	Cooperative Research and Development Agreements	Conduct cooperative research and development projects on defense equipment and munitions with one or more approved countries or organizations.	10 U.S.C. § 2350a, Cooperative research and development agreements: NATO organizations; allied and friendly foreign countries

Security cooperation effort used to build partner capacity			
No.		Description of effort	Authorities associated with effort
22.	Counternarcotics Law Enforcement Support ("1004")	Provide support for the counternarcotics activities of any other department or agency of the federal government or of any state, local, or foreign law enforcement agency. This program allows DOD to work directly with the relevant law enforcement agency of the partner government without going through the Ministry of Defense. The types of support may include maintenance, repair, and upgrade of equipment; transportation of U.S. and foreign personnel, supplies and equipment; counternarcotics-related training; and minor military construction.	10 U.S.C. § 374 note, Additional support for counter-drug activities and activities to counter transnational organized crime
23.	Defense Threat Reduction Agency (DTRA): Cooperative Threat Reduction (CTR)	Reduce the risks from WMD through initiatives that dismantle strategic weapons delivery systems and infrastructure and enhance security and safety of WMD and fissile material during transportation and storage. This program also seeks to reduce bioterror attacks by consolidating and securing dangerous pathogens, enhancing partner states' capacity to detect and report bioterror attacks, and facilitating biological research partnerships.	50 U.S.C. § 3711 et seq, Program Authorities
24.	DTRA/CTR: Chemical Weapons Destruction (CWD)	Assist in the establishment of safe and secure chemical weapons destruction facilities in Russia to destroy nerve-agent-filled artillery munitions. This program also provides equipment, supplies, construction, and information sharing.	50 U.S.C. § 3711 et seq, Program Authorities
25.	DTRA/CTR: Cooperative Biological Engagement (CBE)	Enable the securing of especially dangerous pathogens at partner nations' laboratories or facilities to prevent these pathogens from reaching actors (both state and nonstate) that may use them against the United States and its allies, and to fund research in the partner nations to improve their capacities to secure the pathogens.	50 U.S.C. § 3711 et seq, Program Authorities

Security cooperation effort used to build partner capacity			
No.	Description of effort	Authorities associated with effort	
26.	DTRA/CTR: Defense Threat Reduction Agency (DTRA): Global Nuclear Security (GNS)	Enable the securing of vulnerable nuclear material and transitioning of sustainment responsibilities for physical security upgrades to respective countries by providing training, equipment, supplies, and construction. This program augments security enhancements identified for Russia and expands nuclear security cooperation to countries and regions consistent with legislation.	50 U.S.C. § 3711 et seq, Program Authorities
27.	DTRA Small Arms/Light Weapons (SALW) Program	Reduce proliferation of conventional weapons by assisting partner nations with the security, safety, and management of state-controlled stockpiles of arms, ammunition, and explosives. Teams of SALW experts provide foreign governments with on-site assessments, technical advice, and orientation to international best practices for physical security and stockpile management. By securing and managing these assets, the DTRA SALW branch helps diminish the availability of weapons and ammunition to terrorists and insurgents, reduce regional exposure to destabilizing cross-border weapons transfers, and minimize the risk of catastrophic ammunition accidents.	50 U.S.C. § 3711 et seq, Program Authorities 10 U.S.C. § 407, Humanitarian demining assistance and stockpiled conventional munitions assistance: authority; limitations
28.	DTRA/CTR: Strategic Offensive Arms Elimination (SOAE)	Support the destruction of strategic weapons delivery systems and associated infrastructure in Russia and Ukraine, including deployed warheads, deployed and nondeployed intercontinental ballistic missiles, submarine-launched ballistic missiles, and heavy bombers.	50 U.S.C. § 3711 et seq, Program Authorities
29.	Defense Institution Legal Capacity Building (conducted through the Defense Institute of International Legal Studies (DIILS))	Provide professional legal education, training and democratic rule-of-law programs for international military and related civilians globally.	10 U.S.C. § 168 note, Defense institution capacity building program

Security cooperation effort used to build partner capacity			Authorities associated with effort
No.	Description of effort		
30.	Defense Institution Reform Initiative	Provide subject-matter experts to work with partner nations to assess organizational weaknesses and share best practices for addressing shortfalls in support of defense institution building.	10 U.S.C. § 168 note, Defense institution capacity building program Pub. L. No. 114-113 (2015), Department of Defense Appropriations Act, 2016, Title IX, Operation and Maintenance, Operation & Maintenance Defense-Wide
31.	Defense Personnel Exchange Program	Overall authority for the exchange of military and civilian DOD personnel with allied and friendly countries and international organizations.	10 U.S.C. § 168 note, Agreements for exchange of defense personnel between United States and foreign countries 10 U.S.C. § 168 note, Authority for non-reciprocal exchanges of defense personnel between the United States and foreign countries
32.	Defense Research, Development, Test and Evaluation (RDT&E) Information Exchange Program	Engage in information exchanges with partner nations to improve their RDT&E capabilities.	10 U.S.C. § 2358, Research and development projects 10 U.S.C. § 2350a, Cooperative research & development agreements: NATO organizations; allied and friendly foreign countries
33.	Demining: Humanitarian Assistance	Provide equipment, supplies, construction, and air and sealifts to partner nations to improve their demining and humanitarian assistance-related capabilities.	10 U.S.C. § 2561, Humanitarian assistance 10 U.S.C. § 401, Humanitarian and civic assistance provided in conjunction with military operations 10 U.S.C. § 404, Foreign disaster assistance 10 U.S.C. § 407, Humanitarian demining assistance and stockpiled conventional munitions assistance: authority; limitations 10 U.S.C. § 2557, Excess nonlethal supplies: availability for humanitarian relief, domestic emergency assistance, and homeless veterans assistance
34.	Demining: Humanitarian Demining Assistance and Stockpiled Conventional Munitions Assistance	Provide education, training, and technical assistance with respect to explosive safety; the detection and clearance of landmines and other explosive remnants of war; and the disposal, demilitarization, physical security, and management of potentially dangerous stockpiles of explosive ordnance.	10 U.S.C. § 407, Humanitarian demining assistance and stockpiled conventional munitions assistance: authority; limitations

Security cooperation effort used to build partner capacity		
No.	Description of effort	Authorities associated with effort
35.	Demining: Humanitarian Demining Research and Development Program	Engage in research, procurement, and other measures needed to eliminate the requirement for non-self-destructing antipersonnel landmines for training personnel engaged in demining and countermining operations and to defend the United States and its allies from armed aggression across the Korean demilitarized zone.
		10 U.S.C. § 407, Humanitarian demining assistance and stockpiled conventional munitions assistance: authority; limitations 22 U.S.C. § 2796d, Loan of materials, supplies, and equipment for research and development purposes
36.	Demining: Humanitarian Mine Action Program	Provide training, equipment, and supplies to partner nations to improve their demining and humanitarian assistance capabilities.
		10 U.S.C. § 407, Humanitarian demining assistance and stockpiled conventional munitions assistance: authority; limitations 10 U.S.C. § 2561, Humanitarian assistance
37.	Demining: Overseas Humanitarian Assistance and Civic Aid	Provide, among other things, training to host-nation personnel in demining techniques and awareness and provide training and access benefits to U.S. Special Operations Forces.
		10 U.S.C. § 401, Humanitarian and civic assistance provided in conjunction with military operations 10 U.S.C. § 402, Transportation of humanitarian relief supplies to foreign countries 10 U.S.C. § 404, Foreign disaster assistance 10 U.S.C. § 407, Humanitarian demining assistance and stockpiled conventional munitions assistance: authority; limitations 10 U.S.C. § 2557, Excess nonlethal supplies: availability for humanitarian relief, domestic emergency assistance, and homeless veterans assistance 10 U.S.C. § 2561, Humanitarian assistance
38.	Department of Defense Counternarcotics Assistance to Certain Countries ("1033")	Provide nonlethal defense articles and services for counternarcotics purposes to foreign governments specified in law. This is the only counternarcotics program that can provide equipment to a partner nation. This program also allows DOD to work directly with relevant law enforcement agencies of partner nations without going through the Ministry of Defense.
		Pub. L. No. 105-85 (1997), § 1033, as amended, Authority to Provide Additional Support for Counter-Drug Activities of Certain Foreign Governments

Security cooperation effort used to build partner capacity			
No.	Description of effort	Authorities associated with effort	
39.	Department of Defense Participation in European Program on Multilateral Exchange of Air Transportation and Air Refueling Services (ATARES Program)	Authorize participation in the Movement Coordination Centre Europe's ATARES Program with the purpose of providing mutual airlift and in-flight refueling services to partner nations' air forces.	10 U.S.C. § 2350c note, Department of Defense participation in European program on multilateral exchange of air transportation and air refueling services
40.	Deputy Assistant Secretary of the Army, Research and Technology/Chief Scientist Forums	Convene conferences and workshops with partner nations to improve research and development.	10 U.S.C. § 2350a, Cooperative research and development agreements: NATO organizations; allied and friendly foreign countries 22 U.S.C. § 2767, Authority of President to enter into cooperative projects with friendly foreign countries 22 U.S.C. § 2796d, Loan of materials, supplies, and equipment for research and development purposes
41.	Developing Country Combined Exercise Program	Allow DOD to reimburse partner nations that qualify as "developing nations" for certain incremental expenses incurred during combined exercises with U.S. forces. The exercises are undertaken primarily to enhance U.S. security interests; however, the partner nation's participation is necessary to achieve exercise objectives, and those objectives cannot be achieved without U.S. government funding.	10 U.S.C. § 2010, Participation of developing countries in combined exercises: payment of incremental expenses
42.	Electronic Combat International Security Assistance Program	Provide equipment and supplies to partner nations to improve their intelligence, surveillance, and reconnaissance; counterterrorism; and counterinsurgency capabilities.	22 U.S.C. § 2761, Sales from stocks 22 U.S.C. § 2763, Credit sales 22 U.S.C. § 2769, Foreign military construction sales
43.	Electronic Distribution of Training Materials	Provide electronically distributed learning content to international students, similar to that provided to DOD personnel.	10 U.S.C. § 2249d, Distribution to certain foreign personnel of education and training materials and information technology to enhance military interoperability with the armed forces

Security cooperation effort used to build partner capacity			
No.		Description of effort	Authorities associated with effort
44.	General Purpose Forces ("1203")	Authorize general purpose U.S. forces to train with the military forces or other security forces of a friendly foreign country if the Secretary of Defense determines that it is in the national security interests of the United States to do so.	10.U.S.C. § 2011 note, Training of general purpose forces of the United States Armed Forces with military and other security forces of friendly foreign countries
45.	Global Lift & Sustain	Provide logistical support, supplies, and services to allied forces participating in combined operations with U.S. forces. This authority may be used only for a combined operation during active hostilities or as part of a contingency operation or a noncombat operation in which the Secretary of Defense determines allied forces to be supported are essential to the success of the combined operation.	10 U.S.C. § 127d, Allied forces participating in combined operations: authority to provide logistic support, supplies, and services
46.	Global Security Contingency Fund ^a	Provide military and other security sector assistance to enhance a partner nation's military or other security forces' capabilities to conduct border and maritime security, internal defense, and counterterrorism operations or to participate in, or support, military, stability, or peace support operations, consistent with U.S. foreign policy and national security interests.	22 U.S.C. § 2151 note, Global Security Contingency Fund
47.	Global Train and Equip ("2282") (formerly "1206")	Provide equipment, supplies, and training to build the capacity of foreign military forces to participate in stability operations that benefit the national security interests of the United States or to build the capacity of foreign country's military, maritime, border security, and national-level security forces to conduct counterterrorism operations.	10 U.S.C. § 2282, Authority to build the capacity of foreign security forces
48.	Inter-European Air Forces Academy	Provide military education and training to military personnel of countries that are members of the North Atlantic Treaty Organization (NATO) or signatories to the Partnership for Peace Framework Documents.	10 U.S.C. § 9411 note, Inter-European Air Forces Academy

Security cooperation effort used to build partner capacity		Description of effort	Authorities associated with effort
No.			
49.	International Cooperative Research and Development Program	Includes a range of international projects/programs in which DOD and one or more partner nations jointly manage efforts to satisfy a common need or requirement by sharing work, technology, costs, and resulting benefits through an international agreement.	10 U.S.C. § 2350a, Cooperative research and development agreements: NATO organizations; allied and friendly foreign countries
50.	International Engine Management Program	Provide equipment and establish defense and military contacts between U.S. and partner nation forces to improve the partner nation's aviation capabilities.	22 U.S.C. § 2767, Authority of President to enter into cooperative projects with friendly foreign countries
51.	International Visits Program (IVP)	Establish policies and procedures to manage visits and assignments of foreign nationals to DOD components and cleared DOD contractor facilities. The program is designed to ensure that classified information and controlled unclassified information is disclosed only to foreign national visitors who have been properly authorized for disclosure to their governments; to ensure that the requesting foreign government provides a security assurance for the proposed visitor when classified information is involved in the visit or assignment; and to facilitate administrative arrangements (e.g., date, location) for the visit or assignment.	10 U.S.C. § 2608, Acceptance of contributions for defense programs, projects, and activities; Defense Cooperation Account 10 U.S.C. § 2350a, Cooperative research and development agreements: NATO organizations; allied and friendly foreign countries 22 U.S.C. § 2767, Authority of President to enter into cooperative projects with friendly foreign countries
52.	Iraq Train and Equip Fund	Provide assistance to military and other security forces of or associated with the government of Iraq, to include Kurdish and tribal security forces and other local security forces with a national security mission to counter the Islamic State in Iraq and the Levant.	Pub. L. No. 113-291 (2014), § 1236, as amended, Authority to Provide Assistance to Counter the Islamic State in Iraq and the Levant Pub. L. No. 114-113 (2015), Consolidated Appropriations Act, 2016, Department of Defense Appropriations Act, 2016, Title IX, Operation and Maintenance, Iraq Train and Equip Fund

Security cooperation effort used to build partner capacity			
No.		Description of effort	Authorities associated with effort
53.	Liaison Officers of Certain Foreign Nations	Engage in personnel exchanges to develop defense and military contacts to aid partner nations in defense institution building and coalition operations. Authorizes the provision of administrative services and payment of other personal expenses.	10 U.S.C. § 1051a, Liaison officers of certain foreign nations; administrative services and support; travel, subsistence, medical care, and other personal expenses
54.	Logistics Support for Coalition Forces Supporting Certain U.S. Military Operations ("1234")	Provide logistics support, supplies, services, and transportation to a coalition partner in the International Security Assistance Force in Afghanistan and Iraq.	<p>Pub. L. No. 114-113 (2015), § 9006</p> <p>Pub. L. No. 110-181 (2008), § 1234, as amended, Logistical Support for Coalition Forces Supporting Operations in Iraq and Afghanistan</p> <p>10 U.S.C. § 127d, Allied forces participating in combined operations: authority to provide logistic support, supplies, and services</p>
55.	Ministry of Defense Advisors Program	Authorize DOD's civilian advisors to (1) provide institutional, ministerial-level advice and other training to personnel of the ministry to which they are assigned in support of stabilization or postconflict activities and (2) assist the ministry in building core institutional capacity, competencies, and capabilities to manage defense-related processes.	10 U.S.C. § 168 note, Defense institution capacity building program
56.	Multinational Military Centers of Excellence	Provide military and civilian DOD personnel to the staff of multinational military centers of excellence to enhance, among other things, partner nations' military forces' capacity to engage in joint exercises or coalition or international military operations. Authorizes DOD to partially fund, and participate in, any multilateral military center of excellence.	10 U.S.C. § 2350m, Participation in multinational military centers of excellence
57.	No-Cost Transfer of Defense Articles to Military and Security Forces of Afghanistan	Authorize the no-cost transfer of in-theater defense articles to Afghanistan and provide defense services in connection with the transfer of such articles.	Pub. L. No. 112-239 (2013), § 1222, as amended, Authority to Transfer Defense Articles and Provide Defense Services to the Military and Security Forces of Afghanistan

Security cooperation effort used to build partner capacity			
No.		Description of effort	Authorities associated with effort
58.	Office of Security Cooperation-Iraq Training for Iraqi Ministry of Defense and Counter-Terrorism Service	Provide authority to conduct nonoperational training activities in support of Iraqi Ministry of Defense and Counter-Terrorism Service personnel in an institutional environment.	10 U.S.C. § 113 note, Authority to support operations and activities of the Office of Security Cooperation in Iraq
59.	Pakistan Frontier Corps	Provide assistance to enhance the ability of the Pakistan Frontier Corps to conduct counterterrorism operations along the border between Pakistan and Afghanistan.	Pub. L. No. 110-181 (2008), § 1233, as amended, Reimbursement for Certain Coalition Nations for Support Provided to United States Military Operations
60.	Partnership for Peace Participation in NATO Forums	Participate in conferences, workshops, and information exchanges with partner nations to improve coalition operations and interoperability.	10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses 10 U.S.C. § 2010, Participation of developing countries in combined exercises: payment of incremental expenses
61.	Procurement of Communications Support and Related Supplies and Services	Provide supplies and equipment to partner nations to improve their cyber and intelligence, surveillance, and reconnaissance capabilities.	10 U.S.C. § 2350f, Procurement of communications support and related supplies and services
62.	Regional Centers for Security Studies Efforts	Build the defense capacity of partner nations through education, exchanges, research, and information sharing. The regional centers conduct in-residence courses, in-country seminars, and conferences, among other activities, that address global and regional security challenges such as terrorism and maritime security.	10 U.S.C. § 184 note, Temporary waiver of reimbursement costs of activities for nongovernmental personnel 10 U.S.C. § 184, Regional Centers for Security Studies 10 U.S.C. § 1050, Latin American cooperation: payment of personnel expenses 10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses 10 U.S.C. § 113 note, George C. Marshall European Center for Strategic Security Studies Pub. L. No. 107-248, § 8073, codified as amended at 10 U.S.C. note prec. 2161 10 U.S.C. § 113, Secretary of Defense

Security cooperation effort used to build partner capacity			
No.	Description of effort	Authorities associated with effort	
63.	South China Sea Initiative	Provide support to various countries in the South China Sea region with equipment, supplies, training, and small-scale military construction in order to increase maritime security and freedom of movement in the South China Sea.	10 U.S.C. § 2282 note, South China Sea Initiative
64.	State Partnership Program (National Guard)	Includes any security cooperation activity supported by funds appropriated to DOD, occurring between a U.S. state's National Guard personnel and that state's partner nation, consistent with the State Partnership Program. Activities can vary depending on the needs of the partner nation, the capabilities of the state or territory's National Guard, and the priorities of the geographic combatant commander and the U.S. ambassador to the partner country. The State Partnership Program evolved out of the Joint Contact Team Program.	32 U.S.C. § 107 note, Department of Defense State Partnership Program
65.	Support for Counterterrorism Operations in Africa ("1207")	Provide logistics support, supplies, and services to the national military forces of an allied country conducting counterterrorism operations in Africa. This support does not have to be repaid.	10.U.S.C. § 2282 note, Authority to provide support to national military forces of allied countries for counterterrorism operations in Africa
66.	Support of Foreign Forces Participating in Operations to Disarm the Lord's Resistance Army ("1208")	Fund the provision of logistics support, supplies, and services to foreign forces participating in operations against the Lord's Resistance Army.	22 U.S.C. § 2151 note, Support of foreign forces participating in operations to disarm the Lord's Resistance Army
67.	Support of U.S. Special Operations to Foreign Forces to Combat Terrorism ("1208")	Support foreign forces, including irregular forces, groups, or individuals, engaged in supporting or facilitating ongoing military operations by U.S. Special Forces.	Pub. L. No. 110-181 (2008), § 1233, as amended, Reimbursement for Certain Coalition Nations for Support Provided to United States Military Operations Pub. L. No. 108-375 (2004), § 1208, as amended, Support of Special Operations to Combat Terrorism Pub. L. No. 114-113 (2015), § 8121

Security cooperation effort used to build partner capacity		
No.	Description of effort	Authorities associated with effort
68.	Support to Jordan and Lebanon for Border Security Operations ("1226")	<p>Provide support on a reimbursement basis for the governments of Jordan and Lebanon to improve their security and to sustain increased security along their borders with Syria and Iraq.</p> <p>Pub. L. No. 114-92 (2015) § 1226, Support to the Government of Jordan and the Government of Lebanon for Border Security Operations</p> <p>Pub. L. No. 110-181 (2008) § 1233, as amended, Reimbursement for Certain Coalition Nations for Support Provided to United States Military Operations 1213</p> <p>Pub. L. No. 114-92 (2015), § 1510, Counterterrorism Partnerships Fund</p> <p>Pub. L. No. 114-113 (2015), Counterterrorism Partnerships Fund</p>
69.	Technical Cooperation Program	<p>Engage in information exchanges, and develop defense and military contacts, with partner nations to improve their RDT&E capabilities.</p> <p>10 U.S.C. § 2350a, Cooperative research and development agreements: NATO organizations; allied and friendly foreign countries</p> <p>10 U.S.C. § 2350l, Cooperative agreements for reciprocal use of test facilities: foreign countries and international organizations</p>
70.	Technical Coordination Program	<p>Provide equipment and participate in information exchanges to improve interoperability, aviation expertise, and research and development in partner nations.</p> <p>10 U.S.C. § 2350a, Cooperative research and development agreements: NATO organizations; allied and friendly foreign countries</p> <p>10 U.S.C. § 2350l, Cooperative agreements for reciprocal use of test facilities: foreign countries and international organizations</p> <p>22 U.S.C. § 2767, Authority of President to enter into cooperative projects with friendly foreign countries</p> <p>10 U.S.C. § 2531, Defense memoranda of understanding and related agreements</p>
71.	Training for Eastern European Forces in Multilateral Exercises ("1251")	<p>Enhance and increase the capacity, capability, and interoperability of Eastern European forces with U.S. forces and to improve their ability to respond to external threats, both conventional and unconventional.</p> <p>10 U.S.C. § 2282 note, Training for Eastern European national military forces in the course of multinational exercises</p>

Security cooperation effort used to build partner capacity			
No.		Description of effort	Authorities associated with effort
72.	Training of Security Forces and Associated Security Ministries of Foreign Countries to Promote Respect for the Rule of Law and Human Rights ("1206")	Provide human rights training of security forces and associated security ministries of foreign countries that meet certain requirements.	10 U.S.C. § 2282 note, Training of security forces and associated security ministries of foreign countries to promote respect for the rule of law and human rights
73.	U.S. Army and U.S. Marine Corps Participation in the American, British, Canadian, Australian, and New Zealand Armies' Program	Engage in personnel exchanges with, and provide education to, the military forces of the participating partner nations with an emphasis on counterterrorism, interoperability with U.S. forces, and peacekeeping, among other things.	<p>10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses</p> <p>10 U.S.C. § 2350a, Cooperative research and development agreements: NATO organizations; allied and friendly foreign countries</p> <p>22 U.S.C. § 2767, Authority of President to enter into cooperative projects with friendly foreign countries</p> <p>10 U.S.C. § 2350a note, Administration of the American, British, Canadian and Australian Armies' Program.</p>
74.	U.S. Army Corps of Engineers Interagency and International Services	Provide technical assistance, related to engineering and construction services, research and development, and environmental-related services, to partner-nation militaries, international organizations, non-DOD federal agencies, state and local governments, and other entities.	<p>10 U.S.C. § 2358, Research and development projects</p> <p>10 U.S.C. § 2350a, Cooperative Research & Development Agreements: NATO organizations; allied and friendly foreign countries</p>
75.	U.S. Army Foreign Technology Assessment Support Program	Engage in information exchanges with partner nations to improve their research and development capabilities.	<p>10 U.S.C. § 2350a, Cooperative research and development agreements: NATO organizations; allied and friendly foreign countries</p> <p>22 U.S.C. § 2767, Authority of President to enter into cooperative projects with friendly foreign countries</p> <p>22 U.S.C. § 2796d, Loan of materials, supplies, and equipment for research and development purposes</p>

Security cooperation effort used to build partner capacity			
No.		Description of effort	Authorities associated with effort
76.	U.S. Army International Technology Centers	Engage in RDT&E activities with partner nations to improve their interoperability with U.S. forces.	<p>10 U.S.C. § 2350a, Cooperative research and development agreements: NATO organizations; allied and friendly foreign countries</p> <p>22 U.S.C. § 2767, Authority of President to enter into cooperative projects with friendly foreign countries</p> <p>22 U.S.C. § 2796d, Loan of materials, supplies, and equipment for research and development purposes</p> <p>10 U.S.C. § 2350l, Cooperative agreements for reciprocal use of test facilities: foreign countries and international organizations</p>
77.	U.S. Army Security Cooperation Training Teams	Engage in information exchanges with partner nation military forces to improve their counterthreat, security, and peacekeeping capabilities.	<p>10 U.S.C. § 2350a, Cooperative research and development agreements: NATO organizations; allied and friendly foreign countries</p> <p>10 U.S.C. § 2350l, Cooperative agreements for reciprocal use of test facilities: foreign countries and international organizations</p> <p>22 U.S.C. § 2767, Authority of President to enter into cooperative projects with friendly foreign countries</p> <p>22 U.S.C. § 2796d, Loan of materials, supplies, and equipment for research and development purposes</p>
78.	U.S. Navy Foreign Military Sales Training Support	Conduct training, education, exercises, needs and capability assessments, RTD&E, and other activities for the purposes of partner-nation improvements in intelligence, surveillance, and reconnaissance; aviation expertise; and other counterthreat and security capabilities.	<p>10 U.S.C. § 2350a, Cooperative research and development agreements: NATO organizations; allied and friendly foreign countries</p> <p>22 U.S.C. § 2796d, Loan of materials, supplies, and equipment for research and development purposes</p> <p>22 U.S.C. § 2767, Authority of President to enter into cooperative projects with friendly foreign countries</p> <p>10 U.S.C. § 2350l, Cooperative agreements for reciprocal use of test facilities: foreign countries and international organizations</p>

Security cooperation effort used to build partner capacity			
No.		Description of effort	Authorities associated with effort
79.	U.S. Navy Maritime Engagements	Provide training and education to, and engage in exercises with, partner nation military forces to increase defense and military contacts and improve their involvement in coalition operations, their counterthreat and security capabilities, their interoperability with U.S. forces, and their humanitarian assistance-related activities.	10 U.S.C. § 168, Military-to-military contacts and comparable activities
80.	U.S. Navy Pacific Partnership	Provide training to, and engage in exercises, personnel and information exchanges, and conferences with, partner nations in the Pacific Command area of responsibility to improve their counterthreat and security capabilities, interoperability and participation in coalition operations, and defense institution-building capacity.	Pub. L. No. 105-85 (1997), § 1033, as amended, Authority to Provide Additional Support for Counter-Drug Activities of Certain Foreign Governments 10 U.S.C. § 2010, Participation of developing countries in combined exercises: payment of incremental expenses
81.	U.S. Navy Southern Partnership Station	Provide training to, and engage in exercises, personnel and information exchanges, and conferences with, partner nations in the Southern Command area of responsibility to improve their counterthreat and security capabilities, interoperability and participation in coalition operations, and defense institution-building capacity.	Pub. L. No. 105-85 (1997), § 1033, as amended, Authority to Provide Additional Support for Counter-Drug Activities of Certain Foreign Governments 10 U.S.C. § 2010, Participation of developing countries in combined exercises: payment of incremental expenses
82.	U.S. Participation in Headquarters Eurocorps	Authorize U.S. military participation as staff members in support of NATO activities of the NATO Rapid Deployable Corps Eurocorps.	10 U.S.C. § 113 note, United States participation in Headquarters Eurocorps
83.	Ukraine Security Assistance Initiative	Provide support for Ukraine and various Partnership for Peace nations to help them develop combat capability in order to preserve their sovereignty and territorial integrity against Russian and Russian-backed separatist aggression and to support ceasefire agreements.	Pub. L. No. 114-92 (2015), § 1250, Ukraine Security Assistance Initiative
84.	United States-Israel Anti-Tunnel Cooperation	Conduct RDT&E with Israel to establish antitunnel capabilities to detect, map, and neutralize underground tunnel threats.	22 U.S.C. § 8606 note, United States-Israel anti-tunnel cooperation

Security cooperation effort used to build partner capacity			
No.		Description of effort	Authorities associated with effort
85.	U.S. Navy Africa Partnership Station	Strengthen emerging partnerships in East, West, and Central Africa to increase regional and maritime safety and security. Provide training to, and engage in exercises and personnel exchanges with, African partner nations to improve their counterthreat and security capabilities and their humanitarian assistance-related activities. This program is also used for payment of personnel expenses in multilateral, bilateral, or regional cooperation programs; and for payment of incremental expenses for developing countries' participation in combined exercises.	<p>10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses</p> <p>10 U.S.C. § 2010. Participation of developing countries in combined exercises: payment of incremental expenses</p> <p>Pub. L. No. 105-85 (1997), § 1033, as amended, Authority to Provide Additional Support for Counter-Drug Activities of Certain Foreign Governments</p>
86.	Wales (formerly Warsaw) Initiative Fund/ Partnership for Peace	Support, through funding, the NATO Partnership for Peace (PfP) program to improve NATO/PfP partner interoperability; advance PfP partner defense institution building and reform; and support PfP partner integration with NATO.	<p>10 U.S.C. § 1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses</p> <p>10 U.S.C. § 2010, Participation of developing countries in combined exercises: payment of incremental expenses</p>
87.	War Reserve Stockpiles for Allies (WRSA)	Allow the stockpiling of U.S.-owned war reserve materiel around the world during peacetime. The reserve stocks can be transferred to the host nation for use in emergencies, but the cost must be fully reimbursed under Foreign Military Sales program procedures.	<p>22 U.S.C. § 2321h, Stockpiling of defense articles for foreign countries</p> <p>22 U.S.C. § 2751, Need for international defense cooperation and military export controls; Presidential waiver; report to Congress; arms sales policy</p>

Source: GAO analysis of Department of Defense and Department of State documents and officials' input; GAO, RAND Corporation, and Congressional Research Service reports; and legal authorities. | GAO-17-255R

Notes: Our inventory of security cooperation efforts used to build partner capacity may not represent the universe of current efforts. Because our inventory of efforts and authorities is derived primarily from previously conducted government and nongovernment research, the inventory may not include efforts and authorities that were not captured in the primary sources. Moreover, the inventory may not include some efforts and authorities, because many efforts are linked to multiple authorities, and vice versa, making them more difficult to identify than when, for example, an authority names and supports one effort or program. In addition, the sources that serve as the basis for our inventory may have excluded relevant authorities that could affect the determination of agency involvement based on the identified authorities associated with each effort. To mitigate these concerns, we reviewed our draft inventory multiple times with Department of Defense (DOD) and Department of State (State) officials and incorporated their comments as appropriate.

For the purposes of this inventory, "efforts" includes what our sources referred to as "programs," "subprograms," "tools," "funding accounts," "authorities," or "activities."

Where we are aware that an authority has been codified, including in a note to a section of the U.S. Code, we have provided that citation for the authority rather than the original public law citation. The codified authority provides the most up-to-date version of that authority, including any amendments subsequent to initial passage.

For the purposes of this inventory, "where the associated authorities listed require Department of State involvement" means that at least one of the authorities associated with each effort listed requires State's involvement. State's involvement in efforts may include concurrence, consultation, coordination, implementation, or similar interaction.

^aThe Global Security Contingency Fund is a joint effort between State and DOD.

Table 3: Department of State Security Assistance Efforts That May Be Used to Build Partner Capacity Where the Associated Authorities Listed Do Not Require Department of Defense Involvement, Fiscal Year 2016

No.	Security assistance effort used to build partner capacity	Purpose of effort	Authorities associated with effort
1.	Countering Violent Extremism (CVE)	Seek to deny terrorism of new recruits by reducing sympathy and support for violent extremism. The program supports targeted counter-recruitment interventions for at-risk communities in priority countries and aims to build resilience against violent extremist narratives. It also builds the capacity of partner nations and civil society organizations to counter violent extremism.	Pub. L. No. 114-113 (2015), § 7073, Countering Foreign Fighters and Violent Extremist Organizations
2.	Counterterrorism Partnerships Fund (CTPF)	Build the counterterrorism capacity of law enforcement and justice sector partners to respond to, and manage terrorist threats in a rule-of-law framework and to more broadly address the underlying conditions fueling violent extremism. CTPF funds will be targeted to regions, countries, communities, and other relevant actors where a serious or emerging terrorist threat exists that endangers U.S. interests, is likely to destabilize a viable partner, or will undermine regional stability.	Pub. L. No. 114-113 (2015), Department of State, Foreign Operations, and Related Programs Appropriations Act, 2016, Title IV, International Security Assistance, Department of State, Nonproliferation, Anti-Terrorism, Demining and Related Programs 22 U.S.C. § 2349aa, General authority
3.	Direct Commercial Sales	Allow for the sale of defense articles, services, or training made directly by U.S. industry to a foreign purchaser, normally a sovereign government.	22 U.S.C. § 2778, Control of arms exports and imports
4.	Drawdowns	Allow the immediate transfer of defense articles and services to a partner nation or international organization by executive order to respond to a disaster or unforeseen emergency.	22 U.S.C. § 2318, Special authority 22 U.S.C. § 2348a, Authorization of appropriations; availability of funds; emergency transfers of funds Pub. L. No. 114-113 (2015), § 7047, War Crimes Tribunals

Security assistance effort used to build partner capacity		
No.	Purpose of effort	Authorities associated with effort
5.	International Narcotics Control and Law Enforcement Program (INCLE) Provide assistance to foreign countries and international organizations to develop and implement policies and programs that strengthen institutional law enforcement and judicial capabilities, counter drug flows, combat transnational crime, establish and maintain the rule of law, and for other counternarcotics and anticrime purposes.	22 U.S.C. § 2291 et seq, International Narcotics Control
6.	Kurdistan Regional Government Security Services Enhance the capacity of Kurdistan Regional Government security services and for security programs in Kurdistan to address requirements arising from the violence in Syria and Iraq.	Pub. L. No. 114-113 (2015), § 7041(c)(3), Kurdistan Regional Government Security Services
7.	Nonproliferation, Anti-terrorism, Demining and Related (NADR) Programs Fund contributions to certain organizations supporting nonproliferation and provide assistance for nonproliferation, demining, antiterrorism, export control assistance, and other related activities.	22 U.S.C. § 2349aa, General authority 22 U.S.C. § 2349bb-2a, International nonproliferation export control training
8.	Nonproliferation, Antiterrorism, Demining, and Related Programs (NADR) - Anti-Terrorism Assistance Program (ATA) Help partner nations build critical capabilities of law enforcement personnel across a wide spectrum of counterterrorism skills by providing training courses, consultations, mentorships, seminars, and equipment relevant to investigations, border security, protection of critical targets, leadership and management, regional coordination and cooperation, critical incident response and management, and cybersecurity.	22 U.S.C. § 2349aa et seq, Antiterrorism Assistance
9.	NADR - Conventional Weapons Destruction (CWD) Help foreign governments destroy excess stockpiles of conventional arms, better secure the stockpiles they retain, and clear landmines and other explosive remnants of war.	22 U.S.C. § 2346, Authority 22 U.S.C. § 2348, General Authority
10.	NADR - Counterterrorism Engagement with Allies (CTE) Build the capacity of regional, multilateral, and international bodies to promote effective counterterrorism policies and good practices, as well as build political will and capacities among foreign government officials and civil society.	22 U.S.C. § 2349aa et seq, Antiterrorism Assistance

Security assistance effort used to build partner capacity		
No.	Purpose of effort	Authorities associated with effort
11. NADR - Counterterrorism Finance	Assists partner nations to build and strengthen effective anti-money laundering and counterterrorism financing legal frameworks and regulatory regimes, establish active and capable financial intelligence units, strengthen the investigative skills of law enforcement entities, and bolster prosecutorial and judicial development.	22 U.S.C. § 2349aa et seq, Antiterrorism Assistance
12. NADR - Export Control and Related Border Security Program	Prevent weapons of mass destruction (WMD) proliferation and destabilizing accumulations of conventional weapons and help foreign government partners establish and implement strategic trade controls and related border security systems consistent with international standards.	22 U.S.C. § 2349bb et seq, Nonproliferation and Export Control Assistance
13. NADR - Global Threat Reduction (GTR)	Enhance the biological, chemical, and nuclear security of partner countries through programs that secure dangerous pathogens; strengthen capacity to disrupt and deter chemical terrorism threats; reduce insider nuclear threats; and teach security best practices to scientists, technicians, and engineers with WMD-applicable expertise.	22 U.S.C. 2349bb et seq, Nonproliferation and Export Control Assistance
14. NADR - Nonproliferation and Disarmament Fund (NDF)	Support U.S. diplomatic efforts worldwide to halt the spread of WMD, their delivery systems, and destabilizing conventional weapons systems, through carefully selected proposals.	22 U.S.C. § 5854, Nonproliferation and disarmament fund Pub. L. No. 114-113 (2015), Department of State, Foreign Operations, and Related Programs Appropriations Act, Title IV, International Security Assistance, Department of State, Nonproliferation Anti-terrorism, Demining and Related Programs
15. NADR - Regional Strategic Initiative	Fosters regional cooperation and deepens partnerships to address top-priority terrorism challenges.	22 U.S.C. § 2349aa et seq, Antiterrorism Assistance

Security assistance effort used to build partner capacity		
No.	Purpose of effort	Authorities associated with effort
16.	NADR - Terrorist Interdiction Program Provide a state-of-the-art border security system, known as the Personal Identification Secure Comparison and Evaluation System (PISCES), and associated host-nation training to key counterterrorism priority countries to help them identify, disrupt, and deter terrorist travel.	22 U.S.C. § 2349aa et seq, Antiterrorism Assistance
17.	NADR - Weapons of Mass Destruction Terrorism (WMDT) Advance international nuclear security by enhancing global capabilities to prevent terrorist acquisition and use of nuclear and radiological materials.	22 U.S.C. 2349bb et seq, Nonproliferation and Export Control Assistance
18.	Peacekeeping Operations (PKO) Support multilateral peacekeeping and regional stability operations that are not funded through the United Nations. Funds also address key gaps in capabilities to enable countries and regional organizations to participate in peacekeeping, humanitarian operations, and counterterrorism operations and to reform security forces in the aftermath of conflict.	22 U.S.C. § 2348, General authorization
19.	PKO - Global Peacekeeping Operations Initiative (GPOI) Build sustainable, self-sufficient peace operations training capacity in partner countries and provide support (including equipment and technical assistance) to enable countries to deploy to UN and regional peace operations.	22 U.S.C. § 2348, General authorization
20.	PKO - Africa Contingency Operations Training and Assistance (ACOTA) Initiative designed to improve African ability to respond quickly to crises by providing selected militaries with the training and equipment required to execute humanitarian or peace support operations. Once trained, forces can be deployed into multinational units to conduct operations under auspices of the African Union, the United Nations, or regional security organizations.	22 U.S.C. § 2348, General authorization
21.	PKO - African Peacekeeping Rapid Response Partnership (APRRP) Build international peacekeeping capacity and promote regional security operations so that African partner nations can execute their own internal security responsibilities and provide support for African Union/United Nations sponsored-peace operations in Africa.	22 U.S.C. § 2348, General authorization

Security assistance effort used to build partner capacity		
No.	Purpose of effort	Authorities associated with effort
22.	Proliferation Security Initiative	<p>Provide training, education, equipment and supplies to partner nation military forces to improve interoperability and their counter WMD capability.</p> <p>22 U.S.C. § 2321j, Authority to transfer excess defense articles</p> <p>22 U.S.C. § 2346, Authority</p> <p>22 U.S.C. § 2347, General authority</p> <p>22 U.S.C. § 2763, Credit sales</p> <p>50 U.S.C. § 2912, Authority to provide assistance to cooperative countries</p> <p>50 U.S.C. § 2911, Proliferation Security Initiative improvements and authorities</p>

Source: GAO analysis of Department of Defense and Department of State documents and officials' input; GAO, RAND Corporation, and Congressional Research Service reports; and legal authorities. | GAO-17-255R

Notes: Our inventory of security assistance efforts used to build partner capacity may not represent the universe of current efforts. Because our inventory of efforts and authorities is derived primarily from previously conducted government and nongovernment research, the inventory may not include efforts and authorities that were not captured in the primary sources. Moreover, the inventory may not include some efforts and authorities, because many efforts are linked to multiple authorities, and vice versa, making them more difficult to identify than when, for example, an authority names and supports one effort or program. In addition, the sources that serve as the basis for our inventory may have excluded relevant authorities that could affect the determination of agency involvement based on the identified authorities associated with each effort. To mitigate these concerns, we reviewed our draft inventory multiple times with Department of Defense (DOD) and Department of State (State) officials and incorporated their comments as appropriate.

For the purposes of this inventory, "efforts" includes what our sources referred to as "programs," "subprograms," "tools," "funding accounts," "authorities," or "activities."

Where we are aware that an authority has been codified, including in a note to a section of the U.S. Code, we have provided that citation for the authority rather than the original public law citation. The codified authority provides the most up-to-date version of that authority, including any amendments subsequent to initial passage

For the purposes of this inventory, "where the associated authorities listed do not require Department of Defense involvement" means that none of the authorities associated with each effort listed require DOD's involvement. DOD's involvement in efforts may include concurrence, consultation, coordination, implementation, or similar interaction.

Table 4: Department of State Security Assistance Efforts That May Be Used to Build Partner Capacity Where at Least One of the Associated Authorities Listed Requires Department of Defense Involvement, Fiscal Year 2016

No.	Security assistance effort used to build partner capacity	Description of effort	Authorities associated with effort
1.	Andean Counterdrug Initiative	Provide training, equipment, and supplies to partner nations to improve their border security, counternarcotics, and intelligence, surveillance, and reconnaissance capabilities.	<p>22 U.S.C. § 2291 et seq, International Narcotics Control</p> <p>22 U.S.C. § 2763, Credit sales</p> <p>Pub. L. No. 105-85 (1997), § 1033, as amended, Authority to Provide Additional Support for Counter-Drug Activities of Certain Foreign Governments</p> <p>10 U.S.C. § 374 note, Additional support for counter-drug activities and activities to counter transnational organized crime</p>
2.	Caribbean Basin Security Initiative (CBSI)	CBSI brings members of the Caribbean Community and the Dominican Republic together to collaborate on regional security with the United States as a partner to reduce illicit trafficking, increase public safety, and promote social justice.	<p>22 U.S.C. § 2346c, Administration of justice</p> <p>22 U.S.C. § 2291 et seq, Policy, general authorities, coordination, foreign police actions, definitions, and other provisions</p> <p>22 U.S.C. § 2763, Credit sales</p> <p>22 U.S.C. § 2349aa, General authority</p>
3.	Cooperative Research, Development, Production, and Support	Engage in a bilateral or multilateral agreement to share costs for the development and production of a weapons system required by all participants. This effort is designed to improve standardization and interoperability of allied and friendly countries' military forces and to use cost-sharing in the fielding of a U.S. weapons system.	22 U.S.C. § 2767, Authority of President to enter into cooperative projects with friendly foreign countries
4.	Cooperative Logistics Support Agreements: North American Treaty Organization (NATO) countries	Provide cooperative logistics support to the armed forces of NATO member countries that entered into Support Partnership Agreements.	<p>22 U.S.C. § 2752 Coordination with foreign policy</p> <p>10 U.S.C. § 2350d, Cooperative logistic support agreements: NATO countries</p>

Security assistance effort used to build partner capacity			
No.		Description of effort	Authorities associated with effort
5.	Distinguished Visitor Orientation Tours (DVOT)	Provide orientation tours for foreign military counterparts and government civilians for countries becoming available for security assistance or a nation whose government structure is transitioning. This program provides training to mid- and senior-level foreign personnel to familiarize them with U.S. military doctrine and how to better manage defense resources.	22 U.S.C. § 2396, Availability of funds 22 U.S.C. § 2770a, Exchange of training and related support
6.	Excess Defense Articles	Transfer, either on a grant basis or through the Foreign Military Sales (FMS) program, defense articles that are determined to be no longer needed by the U.S. government. These articles are available only to FMS-eligible countries.	22 U.S.C. § 2321j, Authority to transfer excess defense articles
7.	Field Studies Program for International Military and Civilian Students and Military-Sponsored Visitors	Provide international military students with a view of U.S. society, institutions, and goals, outside the military classroom. The program should include discussions that reflect the U.S. commitment to the basic principles of internationally recognized human rights.	22 U.S.C. § 2295, Assistance for the independent states 22 U.S.C. § 2347 et seq, International Military Education and Training
8.	Flight Training Exchanges	Provide education to, and engage in personnel exchanges with, partner nations to improve their aviation expertise.	22 U.S.C. § 2347c, Exchange training: reciprocity agreement
9.	Foreign Assistance Act (FAA) § 544 Exchange Training	Provide for attendance of foreign military personnel at professional military education institutions in the United States (other than service academies) and flight training schools without charge, if attendance is pursuant to an agreement providing for exchange on a one-for-one reciprocal basis.	22 U.S.C. § 2347c, Exchange training: reciprocity agreement
10.	Foreign Military Construction Sales	Engage in military construction sales with partner nations to improve their security and counterthreat capabilities and humanitarian assistance-related activities.	22 U.S.C. § 2769, Foreign military construction sales

Security assistance effort used to build partner capacity		
No.	Description of effort	Authorities associated with effort
11.	Foreign Military Financing (FMF) Procure U.S. defense articles and services to help friendly and allied countries to defend themselves; contribute to regional and global stability; and contain transnational threats, including terrorism and trafficking in narcotics, weapons, persons, and other illegal items.	22 U.S.C. § 2763, Credit sales
12.	FMF Loan to Iraq Make available up to \$2.7 billion in principal amount of direct loans for Iraq in fiscal year 2016 with an emphasis on assistance to Kurdish Peshmerga and Sunni tribal security forces or other local security forces with a national security mission.	Pub. L. No. 114-113 (2015), Division O-Other Matters, Title XI, Iraq Loan Authority, § 1101
13.	FMF Regional Funds (includes European Security Assistance Fund and Africa Regional Counterterrorism FMF program) Provide flexibility and responsiveness in implementing part of the FMF program. This program carves out funds for certain geographic regions including Europe and Africa.	22 U.S.C. § 2763, Credit sales
14.	Foreign Military Sales Authorize government-to-government sales of U.S. defense articles, services, and training, including professional military education and technical training related to equipment purchases to foreign countries.	22 U.S.C. § 2761 et seq, Foreign Military Sales Authorizations
15.	Global Security Contingency Fund ^a Provide military and other security sector assistance to enhance a partner nation's military or other security forces' capabilities to conduct border and maritime security, internal defense, and counterterrorism operations or to participate in, or support, military, stability, or peace support operations, consistent with U.S. foreign policy and national security interests.	22 U.S.C. § 2151 note, Global Security Contingency Fund
16.	International Military Education and Training (IMET) Fund foreign military and civilian personnel to attend military education and training provided by the U.S. government either at U.S. military schools or by trainers in country.	22 U.S.C. § 2347 et seq, International Military Education and Training

Security assistance effort used to build partner capacity		Description of effort	Authorities associated with effort
No.			
17.	Expanded IMET Program	Provide grant-funded military education and training to military and related civilian personnel of foreign countries as a component within the overall IMET program.	22 U.S.C. § 2347 et seq, International Military Education and Training
18.	Leases of Defense Articles	Allow for the lease of defense articles to an eligible foreign country or international organization for compelling foreign policy or national security reasons.	22 U.S.C. § 2796, Leasing authority
19.	No-cost Equipment Loans for RDT&E	Authorize the loan of defense equipment to NATO partners and major non-NATO allies for a cooperative research, development, test, and evaluation (RDT&E) program.	22 U.S.C. § 2796d, Loan of materials, supplies, and equipment for research and development purposes
20.	Participation of Foreign and U.S. Military and Civilian Defense Personnel at No-charge in Post-Undergraduate Flying and Tactical Leadership Training and Integrated Air and Missile Defense Training at Locations in Southwest Asia	Provide no-cost advanced flight training and tactical leadership programs and integrated air and missile defense training to Southwest Asia countries.	22 U.S.C. § 2347c, Exchange training: reciprocity agreement
21.	Partnership for Regional East Africa Counterterrorism (PREACT)	Build the capacity and cooperation of military, law enforcement, and civilian actors across East Africa to counter terrorism in a comprehensive fashion using law enforcement, military, and development resources to achieve its strategic objectives.	Pub. L. No. 114-113 (2015), § 7042(c)
22.	Reciprocal, No-charge Flight Training School	Provide the opportunity for both U.S. and international military and defense civilian personnel to experience training and other international exposure within each other's flight training programs (to include test pilot training) at no cost.	22 U.S.C. § 2347c, Exchange training: reciprocity agreement

Security assistance effort used to build partner capacity			
No.		Description of effort	Authorities associated with effort
23.	Reciprocal, No-charge Professional Military Education (PME) Student Exchanges	Provide training and education, and engage in personnel exchanges with partner nation military personnel at each other's professional military education institutions, at no cost, to improve coalition operations, interoperability, and defense institution building.	22 U.S.C. § 2347c, Exchange training: reciprocity agreement
24.	Reciprocal, No-charge Unit Exchanges	Provide the opportunity for both U.S. and international military units and defense civilian personnel to receive training and exposure to each other's flight training programs (to include test pilot training) at no cost.	22 U.S.C. § 2770a, Exchange of training and related support
25.	Third Party Transfer Authority	Allow partner-nation transfer of U.S.-origin United States Munitions List articles and services from the Ministry of Defense to other government agencies or other countries, after receiving approval from the Department of State.	22 U.S.C. § 2753, Eligibility for defense services or defense articles 22 U.S.C. § 2778, Control of arms exports and imports 22 U.S.C. § 2785, End-use monitoring of defense articles and defense services
26.	Trans-Sahara Counterterrorism Partnership (TSCTP)	Assist partners in West and North Africa to increase their immediate and long-term capabilities to address terrorist threats and prevent the spread of violent extremism. It builds long-term capacities to contain and marginalize terrorist organizations and facilitation networks; disrupts efforts to recruit, train, and provision terrorists and extremists; counters efforts to establish safe havens for terrorist organizations; and frustrates extremist attempts to influence populations potentially vulnerable to radicalization.	Pub. L. No. 114-113 (2015), § 7042(c)
27.	United Nations Participation Act (UNPA)	Assist United Nations operations by assigning noncombat personnel to the United Nations, providing facilities and services, and leasing or loaning Department of Defense (DOD) supplies and equipment to United Nations organizations.	22 U.S.C. § 287d-1, Noncombatant assistance to the United Nations 22 U.S.C. § 287e, Authorization of appropriations; payment of expenses

Security assistance effort used to build partner capacity			
No.		Description of effort	Authorities associated with effort
28.	U.S. Army Reciprocal Unit Exchange Program	Engage in personnel and information exchanges with partner-nation military forces to improve interoperability between forces and to support coalition operations.	22 U.S.C. § 2770a, Exchange of training and related support
29.	U.S. Army Sergeants Major Academy: Foreign Master Sergeant and Sergeant Equivalent Training	Provide training for foreign Master Sergeant (E-8) and Sergeant Major (E-9) equivalents to train and study with their U.S. counterparts to prepare for positions of responsibility throughout their defense establishments.	22 U.S.C. § 2347 et seq, International Military Education and Training
30.	Worldwide Warehouse Redistribution Services	Redistribute equipment and supplies to partner nations' military forces to improve their interoperability with U.S. forces, their counterthreat and security capabilities, and their humanitarian assistance-related activities.	22 U.S.C. § 2761, Sales from Stocks

Source: GAO analysis of Department of Defense and Department of State documents and officials' input; GAO, RAND Corporation, and Congressional Research Service reports; and legal authorities. | GAO-17-255R

Notes: Our inventory of security assistance efforts used to build partner capacity may not represent the universe of current efforts. Because our inventory of efforts and authorities is derived primarily from previously conducted government and nongovernment research, the inventory may not include efforts and authorities that were not captured in the primary sources. Moreover, the inventory may not include some efforts and authorities, because many efforts are linked to multiple authorities, and vice versa, making them more difficult to identify than when, for example, an authority names and supports one effort or program. In addition, the sources that serve as the basis for our inventory may have excluded relevant authorities that could affect the determination of agency involvement based on the identified authorities associated with each effort. To mitigate these concerns, we reviewed our draft inventory multiple times with Department of Defense (DOD) and Department of State (State) officials and incorporated their comments as appropriate.

For the purposes of this inventory, "efforts" includes what our sources referred to as "programs," "subprograms," "tools," "funding accounts," "authorities," or "activities."

Where we are aware that an authority has been codified, including in a note to a section of the U.S. Code, we have provided that citation for the authority rather than the original public law citation. The codified authority provides the most up-to-date version of that authority, including any amendments subsequent to initial passage

For the purposes of this inventory, "where the associated authorities listed require Department of Defense involvement" means that at least one of the authorities associated with each effort listed requires DOD involvement. DOD's involvement in efforts may include concurrence, consultation, coordination, implementation, or similar interaction.

^aThe Global Security Contingency Fund is a joint effort between State and DOD.

Enclosure III: Comments from the Department of Defense

Note: GAO comments supplementing those in the report text appear at the end of this enclosure.



OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE
2200 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-2200

STRATEGY, PLANS
AND CAPABILITIES

JAN 12 2017

Mr. Charles Johnson, Jr.
Director, International Affairs & Trade
U.S. Government Accountability Office
441 G Street, NW
Washington, DC 20548

Dear Mr. Johnson:

Thank you for the opportunity to review GAO's draft report GAO-17-255R, "BUILDING PARTNER CAPACITY: Inventory of Department of Defense Security Cooperation and Department of State Security Assistance Efforts."

Although the Department of Defense (DoD) recognizes the level of ambition and complexity associated with the project of cataloguing authorities and activities across the Departments of State and Defense associated with building the capacity of foreign partners, unfortunately, the GAO study's methodology was fundamentally flawed, leading to inaccurate and misleading results.

First, the study failed to identify and consistently apply a clear definition of capacity building across the programs examined and, when DoD repeatedly provided information clarifying which of its programs were used to build capacity and which were not, such input was not incorporated in many cases. As a result, the catalogue of efforts includes a number of efforts that simply are not used to build the capacity of foreign partners, such as the Afghanistan-Pakistan Hands program, Bi-Lateral Meetings, and Counterpart Visits of Senior Foreign Officials, to name a few.

Second, the study failed to apply a consistent definition of "effort" in developing its catalogue. The report itself acknowledges that it includes "what our sources referred to as 'programs,' 'subprograms,' 'tools,' 'funding accounts,' 'authorities,' and 'activities.'" Because one "program" may encompass numerous "subprograms" and rely upon one or more funding accounts and authorities, it is critical that a consistent methodology be used to establish an accurate catalogue. The lack of such a consistent methodology led to a catalogue of "efforts" that is scattershot and incoherent. For example, the catalogue cites DoD's authority for "Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses," 10 US Code §1051, as an activity. It is not an activity. It is an authority. Then, it provides examples of how the Department uses this authority -- no less than 23 times -- in association with a variety of narrow activities, such as "US Army and US Marine Corps Participation in the

See comment 8.

American, British, Canadian, Australian, and New Zealand Armies' Program" (notably, a program not intended to build capacity). On the other hand, it cites the "Global Train-and-Equip" authority, 10 US Code 2282, only once without citing examples of its use. The conflation of activities, programs, and authorities thus leads to an inventory that is misleading and repetitive.

See comment 9.

Third, the report asserts that "DoD has 56 efforts for which the associated authorities do not require any State Department involvement." Although the report notes that it defines "involvement" as a legal requirement for "concurrence, consultation, coordination, implementation, or similar interaction," this assertion is misleading both legally and practically. In accordance with 22 United States Code 2382, all DoD military assistance and military education and training activities are conducted in accordance with general direction and supervision of the Department of State (DOS). Moreover, each U.S. Chief of Mission is responsible for overseeing the activities of the U.S. Government, including DoD, in his or her country of responsibility. By practice, all DoD security sector assistance activities are planned through U.S. Embassy Country Teams and are implemented in line with Chief of Mission direction. Throughout both formal and informal planning and coordination processes in U.S. Embassy Country Teams and at DoD and DOS headquarters, the State Department is involved in all DoD security sector assistance authorities in some form.

See comment 10.

Furthermore, beyond this inaccuracy, the methodology is inconsistently applied in determining which activities include DOS involvement and which do not. Although the report asserts that efforts were categorized based on an analysis of "associated authorities," many such authorities are catalogued as both requiring DOS involvement and not requiring such involvement. For example, of the 23 citations of 10 US Code 1051, 16 of the citations are included in the inventory of efforts not requiring DOS involvement, while 7 are included in the inventory of programs that do require such involvement.

See comment 11.

Finally, the report acknowledges that the inventory did not include revisions to authorities contained in the recently enacted National Defense Authorization Act (NDAA) for Fiscal Year (FY) for 2017 due to time constraints. The Department notes that the NDAA repeals and/or modifies dozens of authorities included in the inventory, including the following sections of Title 10, US Code: 168, 184, 1050, 1050a, 1051, 1051a, 1051c, 2010, 2249c, 2282, 4344, 4345, 4345a, 4681, 6957, 6957a, 6957b, 9344, 9345, 9345a, and 9681, as well as numerous provisions of public law. As a result of these modifications, the catalogue provided in the GAO report is unfortunately obsolete.

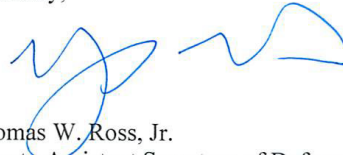
See comment 12.

Due to the methodological flaws of the report, the Department does not recommend the report as a credible reference in relation to DoD capacity-building or security cooperation activities. Although the Department will issue an updated catalogue of security cooperation authorities based on the NDAA for FY 2017, in the meantime, the 2016 RAND report "From Patchwork to Framework: A Review of Title 10 Authorities for Security Cooperation" (RR-1438-OSD) may serve as a more accurate reference for DoD security cooperation authorities.

See comment 13.

Thank you again for the opportunity to review this draft report.

Sincerely,

A handwritten signature in blue ink, consisting of stylized, overlapping loops and a trailing flourish.

Thomas W. Ross, Jr.
Deputy Assistant Secretary of Defense,
Security Cooperation

GAO's Comments:

1. See comments below for our response.
2. We disagree with DOD's statement that our report fails to identify and consistently apply a clear definition for capacity building across the efforts examined. The report broadly defines the scope of our review to include security cooperation and security assistance efforts that may be used by the U.S. government to build partner capacity to address security-related threats. As the report discusses, the term "building partner capacity" has evolved within and outside DOD to include a number of meanings. Further, the report states that the inventory we developed—like the 2013 DOD-sponsored RAND study on which we built our methodology for the inventory—includes efforts that were intended solely to build partner security capacity as well efforts that could have a partial or ancillary effect on partner security-related capacity building.²⁶ The report lists the categories (activities and purposes) of BPC efforts included in the inventory. In addition, the report noted that the inventory excludes efforts conducted solely for the purposes of humanitarian, health, disaster, and development assistance because although we considered these programs to be security cooperation and security assistance used to build partner capacity, we did not consider them to be used to address security-related threats. We have incorporated language in the third paragraph of the report to emphasize our definition of BPC.
3. We disagree with DOD's comments that suggest our report does not incorporate information provided by DOD regarding efforts that are used to build capacity. We incorporated DOD-suggested technical changes to the inventory as appropriate to the report's scope and methodology.
4. We disagree with DOD's comment that the Afghanistan-Pakistan Hands, Bilateral Meetings, and the Counterpart Visits of Senior Foreign Officials efforts are not used to build the capacity of foreign partners. According to DOD documentation, these efforts include activities and purposes specifically listed in our report's defined scope and are thus included in the inventory. For example:
 - The Afghanistan-Pakistan Hands program, as described in DOD documentation, provides personnel with specialized training that prepares them for frequent interaction with Afghan and Pakistan officials and the population and places them in positions of strategic influence, fostering cooperation and assisting in transition activities. DOD documentation further states that this program provides training and education, sharing of information, and the conducting of "Mil-to-Mil" activity; and its purposes include coalition operations, stabilization and reconstruction, and counterinsurgency which are consistent with the capacity-building activities and purposes listed in our report's scope and methodology.

²⁶ Jennifer D.P. Moroney, David E. Thaler and Joe Hogler, *Review of Security Cooperation Mechanisms Combatant Commands Utilize to Build Partner Capacity* (Santa Monica, CA: RAND Corporation, 2013). The research was sponsored by the Joint Staff Strategic Plans and Policy Directorate, J5, and by the Office of Cost Assessment and Program Evaluation in the Office of the Secretary of Defense.

- The Bilateral Meetings effort, as described in DOD documentation, consists of high-level visits with foreign counterparts to foster military-to-military relations and reinforce military cooperation, which is consistent with the capacity-building activities and purposes listed in our report's scope and methodology.
 - The Counterpart Visits of Senior Foreign Officials effort, as described in DOD documentation, allows the Secretary of Defense and designated other senior DOD officials to extend official invitations for civilian or military dignitaries and officials of foreign governments to visit the United States at DOD expense. DOD documentation further describes this effort as designed to conduct multinational conferences, provide education, and share information for the purposes of interoperability which is consistent with the capacity-building activities and purposes listed in our report's scope and methodology.
5. In our report, we clearly and consistently define efforts as including what our sources referred to as "programs," "subprograms," "tools," "funding accounts," "authorities," or "activities." Our sources included DOD and DOD-sponsored sources, including the RAND report cited in DOD comments, as well as DOD officials. DOD officials aided us in identifying these sources and stated that they were the best sources available, despite acknowledged limitations. Our DOD and DOD-sponsored sources used undefined and varying terminology—for example, sometimes using terms such as "programs" and "activities" interchangeably and sometimes including funds and the names of authorities. For this reason and because these sources and DOD officials did not provide DOD-sanctioned definitions of the program and subprogram levels for security cooperation programs, we chose "efforts" as the most inclusive possible term as we define them in our report.
 6. We disagree with DOD's statement that the inventory cites DOD's authority, 10 U.S.C. § 1051, "Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses," as an activity. The inventory cites it only as an authority. Moreover, the inventory cites it a number of times because at least one DOD or DOD-sponsored source associated it with multiple efforts.
 7. The "U.S. Army and U.S. Marine Corps Participation in the American, British, Canadian, Australian, and New Zealand Armies' Program" includes engaging in personnel exchanges with, and providing education to, the military forces of the included partner nations for the purposes of counterterrorism and interoperability, among other things, which are consistent with the capacity-building activities and purposes listed in the report's scope and methodology.
 8. We provided multiple iterations of our draft inventory to DOD and State officials for their review and input and incorporated their technical comments as appropriate. During and after these reviews, DOD officials made corrections to some entries but provided no additional efforts associated with the Global Train and Equip authority. We note that DOD's comments did not identify any additional efforts associated with this authority.
 9. The sources we consulted for the inventory cite 22 U.S.C. § 2382 in association with only one effort, International Military Education and Training. Given our report's methodology of including associated authorities that the agencies rely on to conduct specific efforts, we did not add this statutory provision as an associated authority for this effort as it discusses the supervision and general direction of assistance programs generally. However, the addition of this provision as an associated authority would not have changed our categorization of

this effort, in table 4, as a State effort where at least one of the associated authorities listed requires DOD involvement. Moreover, the report states that “DOD and State officials noted that, regardless of whether DOD or State is legally required to consult or concur on these efforts, most BPC-related efforts are generally coordinated at the embassy level through the development and implementation of the U.S. integrated country strategy for each partner country.”

10. As the report states in the descriptions of our scope and methodology and in the inventory, where multiple authorities associated with a single effort differed as to whether DOD or State involvement was required, we categorized the effort as requiring the other agency's involvement if at least one of the listed associated authorities required it. The report consistently applies this methodology. Although 10 U.S.C. § 1051 does not require State's involvement, 7 of the 23 efforts with which 10 U.S.C. § 1051 was associated also had an associated authority that did require Department of State involvement; thus we categorized these efforts as requiring State involvement. To further clarify the methodology we used, we modified the table titles accordingly.
11. As stated throughout the report, the inventory includes efforts and associated authorities current as of the end of fiscal year 2016. The NDAA for Fiscal Year 2017 was enacted in fiscal year 2017. We have amended the report to note the enactment of the NDAA for Fiscal Year 2017 and that it contains provisions that reorganized, repealed, and amended some of the authorities included in the inventory. However, we further note that these changes were outside the scope of our review for developing the inventory and, therefore are not reflected in the inventory.
12. We disagree with DOD's comment that the report contains methodological flaws. This inventory, based on DOD and DOD-sponsored data, represents the most credible and comprehensive publicly available list of fiscal year 2016 security cooperation efforts that may be used to build foreign partner capacity to address security-related threats. As the report states, because our inventory of efforts and authorities is derived primarily from previously conducted government and nongovernment research, the inventory may not include efforts that were not accurately identified in the primary sources. Moreover, the inventory may not capture some efforts and authorities, because many efforts are linked to multiple authorities, and vice versa, making them more difficult to identify than when, for example, an authority names and supports one effort or program. In addition, the sources that serve as the basis for our inventory may have excluded relevant authorities that could affect the determination of agency involvement based on the identified authorities associated with each effort. To mitigate these concerns, we provided multiple iterations of our draft inventory to DOD and State officials for review and input and incorporated their comments as appropriate.
13. As of February 10, 2017, DOD had not compiled and made public a DOD-sanctioned inventory of security cooperation programs or authorities. The 2016 DOD-sponsored RAND report that DOD cites in its comments was not intended to, and does not, include a list of fiscal year 2016 security cooperation and assistance efforts that may be used to build partner capacity to address security-related threats, along with their associated authorities.²⁷

²⁷David E. Thaler et al., *From Patchwork to Framework: A Review of Title 10 Authorities for Security Cooperation* (Santa Monica, CA: RAND Corporation, 2016).

Enclosure IV: GAO Contact and Staff Acknowledgments

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Staff Acknowledgments

In addition to the contact named above, Jeff Phillips (Assistant Director), Judy McCloskey (Assistant Director), Christopher Hayes, Matthew Jacobs, Jill Lacey, Reid Lowe, Kathleen Monahan, Mary Ellen Moutsos, Manuel Valverde, Jr., and Alexander Welsh made key contributions to this report.

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